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# SOLANO COUNTY HOUSING ELEMENT



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# **SOLANO COUNTY HOUSING ELEMENT**

## **A Part of the Solano County General Plan**

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Prepared by the Solano County  
Department of  
Environmental Management

APRIL 1985



Adopted April 4, 1985

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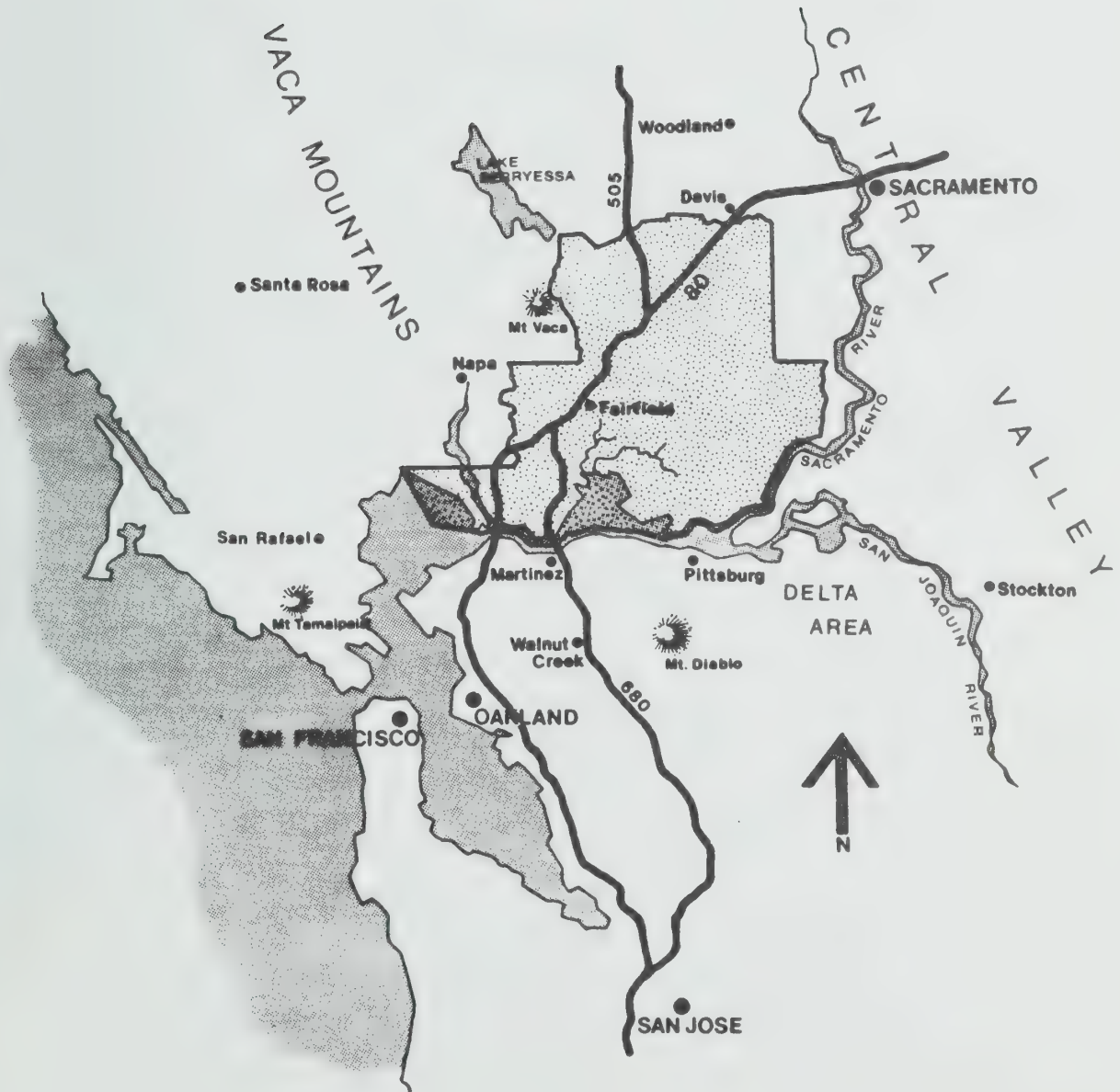


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# Location Map





# **Chapter I**

## **Introduction**



# Chapter I

## Introduction

### PURPOSE

The purpose of the Solano County Housing Element is to identify and document the level and scope of housing problems and needs within the unincorporated County and to establish policies, housing strategies and programs to address identified problems and needs. The Housing Element is designed to fulfill both State law and Federal requirements.

### AUTHORITY

In 1980, the California State legislature amended Section 65302(c) of the Government Code under Assembly Bill 2953 establishing new and more detailed legal requirements for the Housing Element of General Plan. Under the new law a Housing Element must consist of:

- "(a) An assessment of housing needs and an inventory of resources and constraints relevant to the meeting of these needs.
- (b) A statement of the Community's goals, quantified objectives, and policies relative to the maintenance, improvement, and development of housing.
- (c) A program which sets forth a five-year schedule of actions the local government is undertaking or intends to undertake to implement the policies and achieve the goals and objectives of the housing element..."

In addition, the law requires that the Housing Element be revised once every 5 years beginning in 1984.

## **SCOPE**

This General Plan Element represents the first revision to the 1979 Solano County Housing Element. The 1979 Housing Element was prepared under the 1977 Housing Element Guidelines of the State Department of Housing and Community Development. Under these guidelines the County was required to submit the Housing Element to the Department of Housing and Community Development for review and certification. On May 28, 1980 the State certified the County Housing Element as meeting the intent of Government Code Section 65302(c) and as being adequate under the 1977 Housing Element Guidelines.

With adoption of Assembly Bill 2853 in 1980, Section 65586 of the Government Code found that Housing Elements adopted by communities under the 1977 Housing Element Guidelines and found to be adequate by the Department of Housing and Community Development were deemed to be in conformity with the new State Housing Element Law. Consequently, no further action by the County was required at that time.

Section 65588 of the new State Housing Law requires local governments to review the housing element as frequently as appropriate to evaluate the appropriateness of housing goals, objectives and policies in light of the State housing goal; the effectiveness of the element in the attainment of the County housing goals and objectives; and the progress in implementing the housing element. As a result of this periodic review, the County is required to revise the Housing Element at least once every five years with the first revision to be completed by January 1, 1985. This element is designed to update the analysis of the 1979 Housing Element and review and modify the housing policies and programs in light of the County's housing needs over the next 5 years.

## **RELATIONSHIP TO GENERAL PLAN**

The Housing Element is one of nine elements mandated by State law which comprise Solano County's adopted General Plan. These mandated elements are included in the County's Resource Conservation and Open Space Element, Health and Safety Element, (Seismic Safety, Safety and Noise), Scenic Roadways Element and the Land Use and Circulation Element. In addition to the mandated elements, the County has adopted several optional elements and specific plans. These include

the Energy Element, Parks and Recreation Element, the West Central Solano County General Plan and the Collinsville-Montezuma Hills Area Plan and Program. The specific housing policies set forth in the West Central Solano County General Plan supplement the more general policies found in this element. The Goals, Objectives, Policies and Programs of this Plan have been reviewed for consistency with the Goals, Objectives, Policies and Programs of the adopted County General Plan.

## **METHOD OF APPROACH**

This document is only a portion of the study and analysis undertaken in preparing a Housing Element for Solano County. In preparing Solano County's Housing Element, population and housing characteristics were evaluated and analyzed. Existing housing policies and programs were then reviewed, and based upon this analysis, current and future housing problems and needs were identified. More detailed analysis of needs were undertaken in five statistical areas for specific unincorporated communities. This analysis is presented in Chapters IV and V.

## **PUBLIC PARTICIPATION**

To assist the County in reviewing housing programs and needs, a Housing Issues paper was prepared by staff for review and discussion by the Planning Commission during two study sessions. During these sessions, existing housing policies and programs were reviewed and future options explored. Based on the analysis of the County's population and housing characteristics and direction provided by the Planning Commission through its discussion of Housing Issues, the draft 1984 Housing Element was prepared for circulation and review. The Draft Housing Element was widely distributed and the Planning Commission and Board of Supervisors held a number of public hearings to gain public participation in compiling the final Housing Element for incorporation into the General Plan.

## **FORMAT**

Following this introduction to the Housing Element, Chapter II provides the reader with a summary of the County's housing problems, objectives, policies and programs. Under each topic heading, there is a discussion of the major housing

problems and issues facing Solano County, obstacles to their solutions, and policies and programs which may help to solve the problems. Each section concludes with a statement of objectives and policies addressing the identified problem and a summary of programs designed to implement each set of policies.

Chapter III presents the specific programs and recommendations for implementing the policies outlined for addressing Solano County's housing needs. These include various governmental procedures, housing programs, planning programs and regulatory methods available to the County. A program summary with quantitative objectives is also provided.

Chapter IV contains analyses of the current supply and availability of housing, housing condition, problems of overcrowding and affordability, and the housing needs of special groups. This discussion is followed by an analysis of future housing demand and the County's responsibilities for providing housing for all economic segments of the community.

Chapter V provides a detailed discussion of individual residential communities within the unincorporated area. The purpose of this appendix is to provide an analysis of population and housing characteristics within these residential communities and to identify their particular housing problems and needs.

# **Chapter II**

## **Goals, Objectives, Policies, and Programs**



# Chapter II

## Goals, Objectives, Policies, and Programs

It is the County's goal:

To promote and ensure adequate housing in a satisfying environment for all residents of Solano County.

In order to achieve the intent of this statement, it is necessary to establish short term objectives and policies which will overcome the major obstacles which prevent realization of the goal.

The chapter contains a discussion of major housing problems which Solano County currently faces or may face in the future and measures to address these problems. Subject areas include:

- o Housing Conservation and Rehabilitation - conservation and rehabilitation of existing housing.
- o Housing Cost - affordable housing for low and moderate income households.
- o Special Housing Needs - housing for the elderly, handicapped, large families, farm workers and the homeless.
- o Future Housing Development - sufficient housing to meet future needs.
- o Housing Location, Density and Timing
- o Public Facilities and Services.
- o Environmental Quality.

## o Energy Conservation

Under each topic there is a discussion of housing problems, obstacles to their solution, a review of existing programs and policies, and actions which may help to resolve housing problems. Each discussion is followed by a statement of Solano County's housing objectives and policies along with a summary of the programs designed to implement the stated policies. Further explanation of the housing programs are provided in the following chapter. Greater detail on housing conditions and needs can be found in Chapters IV and V.

### HOUSING CONSERVATION AND REHABILITATION

An important aspect of ensuring adequate housing in a satisfying environment in Solano County is the conservation and rehabilitation of the existing housing supply. In May, 1976, a survey was conducted which evaluated the condition of housing in the unincorporated area. The survey identified standard units, substandard units and units suitable for rehabilitation. Five hundred thirty-four or 10.3% of the units were found to be in substandard condition. Substandard units not suitable for rehabilitation made up 3.7% (192) of the total housing stock while substandard units found suitable for rehabilitation made up 6.6% (342) of the total housing stock.

The 1976 survey was updated in the Elmira Community in 1981, the Lemon Street area in 1983 and Homeacres area in 1984. These surveys show a continuing need for housing rehabilitation.

The number of units lacking complete plumbing facilities also provides an indication of housing condition. The unincorporated area has twice the percentage of units lacking complete plumbing facilities than is found in the County as a whole.

To conserve and improve the County's housing supply, not only requires the rehabilitation of substandard structures, but also the continued maintenance and upkeep of existing standard structures. A housing unit begins the process of deteriorating from the day the structure is built. While deterioration occurs over a period of time, the need to paint or re-roof, replace a water heater or make other household repairs become "due" at various intervals over the life span of a structure.

In many cases, low or fixed income households can neither afford to set aside funds to meet normal maintenance costs,

nor to pay for restoration of substandard units. Households can borrow money for household repairs and home improvement, but many households most in need cannot qualify for such loans. In addition, the cost of rehabilitating a home can have a negative impact on the affordability of housing for low and fixed income households. The costs of repairs and improvements on rental structures are often passed on to the renter in terms of higher rents.

The housing conservation and rehabilitation policies recognize the significant advantages in preserving and upgrading the existing housing stock because maintenance of existing units provides expanded home ownership opportunities for low and moderate income families. By providing assistance to households in need, surrounding households are encouraged to maintain their homes and make necessary repairs.

In the 1979 Housing Element, the County set a goal of rehabilitating 20 units under its housing assistance plan. Over the past 5 years, the County has undertaken housing rehabilitation programs in four separate project areas through its Community Development Program. They included a grant program for 40 units completed in the South Homeacres area, and a grant program for 12 units completed in the Elmira Community. In addition, two housing rehabilitation loan programs are currently operating in a portion of the Lemon Street area which will rehabilitate 26 to 36 units.

Funding for housing rehabilitation programs under the State Community Development Block Grant program is limited and will not fully address the magnitude of the problem. Programs in the past have been targeted to specific communities with high concentrations of substandard housing and low income households. However, much of the substandard housing is scattered throughout rural areas making it difficult to identify and target through the Community Development Block Grant program.

The policies suggest continuation and expansion of the County's housing rehabilitation programs. Rehabilitation programs would continue to provide loans and/or grants for home repairs. The programs would be coordinated with other housing and public improvement programs where appropriate. The County will seek to expand rehabilitation programs through varied funding sources including Community Development Block Grant, redevelopment, and other State and Federal programs. In unincorporated, urbanized areas adjacent to cities, rehabilitation programs would be seen as a means of upgrading communities which would encourage their eventual annexation to cities.

## **Objective**

1. Conserve and rehabilitate the existing housing stock of unincorporated Solano County.

## **Policies**

- 1.1 The County shall work to conserve its existing housing stock and reduce substandard housing through ongoing housing rehabilitation programs.
- 1.2 The County shall seek to coordinate its housing conservation and rehabilitation plans and programs with those of other public and private agencies.

## **Programs**

The County shall continue" and expand its housing rehabilitation programs. The County will continue to apply for and use Community Development Block Grant funds and shall seek other funding sources including HUD Section 8 moderate rehabilitation funding, Farmers Home Administration funding and redevelopment funding.

The County shall seek to expand rehabilitation opportunities by coordinating and working with financial institutions and non-profit agencies to expand the supply of funding available and by recycling program income from existing programs into future rehabilitation programs.

The County will seek to ensure coordination between the County and other public and private housing conservation and rehabilitation programs through the appointment of a housing advisory committee.

The County will notify the public of available housing rehabilitation programs in coordination with city housing authorities, redevelopment agencies and other public and private agencies.

## **HOUSING COSTS**

The housing issue probably of greatest concern has been the tremendous increase in the cost of housing in Solano County. This increase has limited the ability of many families to

purchase homes which adequately meet their housing needs. While rental increases have not been as rapid, they have been taking an increasing share of the resources of low and fixed income households.

Housing costs have been increasing at a rate higher than increases in median income. Between 1970 and 1980, the cost of purchasing a new home increased three times as fast as the median income. Between 1975 and 1980 alone, the median home values increased 105% from \$32,875 to \$67,500. While the County as a whole has the lowest median home value is the San Francisco Bay Region, the median home value in the unincorporated area was \$103,100, higher than the overall median value for the region. Cost escalation has made it virtually impossible for low and moderate income families to purchase a home. Approximately 287 (50%) of the low income households residing in owner occupied units are spending more than 25% of their income on mortgage payments.

Renter housing costs, on the other hand, have increased at approximately the same rate as median income between 1970 and 1980. Solano County has the lowest median rent compared to the San Francisco Bay Region. The median contract rent in 1980 in the unincorporated area was \$160, substantially lower than the County wide median of \$218. However, analysis has shown the 371 (66%) of low income households residing in rental units in the unincorporated County area were spending more than 25% of their gross income for rental payments.

The increases in the cost of housing are the result of a number of factors. Increases in the cost of labor, materials and financing have contributed significantly to raising housing costs. Substantial increases in land costs within the unincorporated area, coupled with large lot zonings, have made the provision of new low and moderate income housing almost prohibitive.

Housing affordability is a nationally recognized problem, and programs at both the State and National level have been designed to provide assistance for the provision of low and moderate income housing. In the 1979 Housing Element, a program was set forth to establish a County Housing Authority to enable the County to participate in many of these programs. The Housing Authority was established in 1979. Since it's establishment, the Agency has implemented a program providing 75 certificates for rental assistance through the Section 8 program. This program is currently administered for the County through a contract with City of Vallejo Housing Authority.

Because of the increasing costs of providing new affordable housing, it is important to conserve the existing supply of affordable housing. Most of the County's affordable housing is located in older established neighborhoods and in scattered locations throughout the agricultural region. Most of these units are single family structures, though some multiple family units exist in the Vallejo unincorporated area. These areas are zoned for continued residential use.

While the County has taken steps to address the problem of affordable rental housing for existing households through the Section 8 program, this need far exceeds available funding. In addition, market and servicing constraints make it difficult to provide new affordable owner and renter occupied housing for lower income households. The County is not equipped in most areas to provide the necessary supporting facilities and services for new assisted and subsidized housing. However, regardless of these market and governmental constraints, the County recognizes its responsibilities to address the needs of lower income households in obtaining suitable affordable housing.

ABAG as part of its housing need determinations identified projected housing need by income categories for Solano County as follows:

- 38% above moderate (120% or more of medium income)
- 21% moderate (81%-120% of medium income)
- 17% low (51%-80% of medium income)
- 24% very low (50% or less of medium income)

In addressing this need, the County recognizes that cities are best equipped to provide the necessary supporting facilities and services for new assisted and subsidized housing, including the provision of urban services for high density development, public transportation, access to employment, access to commercial, medical and recreational facilities; and better opportunities for participating in other governmental and private assistance programs generally not available in the unincorporated areas.

The policies and programs suggest an approach to overcome many of the constraints to affordable housing. First the County must maintain, conserve and improve its existing supply of available housing. It must also work closely with the cities in designing and administering programs to provide affordable housing to lower income households. Coordination of programs among the County, cities, redevelopment agencies and housing authorities will best be achieved through an housing advisory group comprised of local agency staff representatives. Funding available to the County for

housing assistance will be channeled through the most appropriate agency for administration in either the unincorporated area or within a city jurisdiction. In some cases it is expected the County will undertake joint programs with local agencies in order to make most effective use of available funding and to provide housing assistance at the most appropriate locations.

## **Objective**

2. Provide affordable housing to meet the needs of low and moderate income households.

## **Policies**

- 2.1 The County shall work to reduce the cost of housing to low and moderate income groups through Local, State and Federal housing assistance programs.
- 2.2 The County shall support the construction of new subsidized housing units in those areas which are best equipped to provide the necessary services and facilities to support such development.
- 2.3 Manufactured, modular, and innovative housing designs which make use of new technologies and materials that bring about cost and energy efficiencies shall be encouraged by the County.
- 2.4 The County shall work and coordinate with other public agencies and the private sector in seeking solutions to providing affordable housing.

## **Programs**

The County will seek funding for low income housing assistance through State and Federal housing programs and the development of local housing assistance programs through the County Redevelopment Agency and Housing Authority.

The County will establish a Mortgage Revenue Finance Program with participation by other local jurisdictions to provide mortgage financing at below market rates.

The County, where appropriate and feasible, will institute mechanisms for creating developer incentives for the development of below-market

rate housing for low and moderate income households.

The County will work to ensure coordination between County and other public and private housing assistance programs through the establishment of a housing advisory committee.

The County will notify the public of available assistance programs in coordination with city housing authorities, redevelopment agencies and other public and private agencies.

### **SPECIAL HOUSING NEEDS**

Particular groups within unincorporated Solano County have special housing needs. These include the elderly, large family households, female head of households, handicapped, farm laborers and the homeless. To ensure that adequate housing is available for all the citizens of the County, particular attention will need to be given to these groups.

A major constraint to meeting special housing needs is that the particular housing problems of these groups are not easily identifiable and are thus not readily perceived by the public. The 1980 census data gives some indication of the nature and extent of the housing problems facing these groups.

The elderly comprise 16.3 percent of the households within the unincorporated area. There is a very high percentage of home ownership among this group. However, because a large percentage of the households are retired, and are on fixed incomes, their ability to adjust to increasing housing costs is limited.

Overcrowded households represent 6.6 per cent (307) of total households. A large proportion of the overcrowded households are comprised of large families. Within the unincorporated area, large families represent 14.4 percent (804) of the total households.

Female head of households comprise 7% (396) of the total households. Approximately 32.6 percent (129) of the female head of households are below the poverty level.

Little information is available on the housing needs of the handicapped. Approximately 11 per cent of the population have one or more disabilities. Physical accessibility in

and around a housing unit is of principal concern to this group.

Farm labor housing can be broken into two different groups, migrant farm labor housing and permanent farm labor housing. Migrant farm labor housing is provided through farm labor camps which are registered with the County Division of Environmental Health. These camps are monitored to ensure that minimum health and safety standards are met as prescribed under State regulations. The only publicly operated migrant farm labor camp in Solano County is operated by the Dixon Housing Authority.

Permanent farm labor housing poses a problem of a different nature. The condition of permanent farm labor housing is difficult to determine due to difficulties in identifying those units occupied by farm laborers. However, based on general knowledge of housing conditions in the County by officials of the Building Inspection Division, there is generally a higher proportion of farm laborers residing in substandard housing as compared to the County average.

An additional problem faced by special groups as a whole is discriminatory practices which exclude them from certain segments of the housing market. In addition to housing discrimination based upon race, sex, marital status or national origin, cases of discrimination against the elderly and families with children are frequent. Based upon monitoring of housing service organizations serving Solano County, 20 complaints were received for review and action in 1982 and 1983.

The County has instituted programs to address some of the needs of special groups. With respect to housing needs of the elderly and handicapped, the County instituted changes to its zoning code to allow a "companion housing unit" to be established in addition to the principal single family residence specifically for the elderly and the handicapped. Under the Section 8, Existing Housing Program, 16 of the 75 units are allocated for large families. In addressing the needs of farm labor housing, the Dixon Housing Authority in 1983 established a new migrant farm labor camp replacing their original facility. In addition, the County, along with other social service agencies, provides emergency shelter for various groups in need of assistance and short term housing.

In expanding the existing programs and developing new programs, special consideration must be given to the unique problems faced by each of these groups. Providing assistance to the elderly and handicapped may best be accomplished by administration of available funding through the

local housing authorities. The elderly and handicapped often are in need of easy access to public transportation and commercial and recreational facilities, and additional supporting facilities and services are generally not available in the unincorporated area.

In addressing the problems of large family households and female head of households, special consideration should be given to these groups under low-income housing assistance programs. In addition, the private sector should be encouraged to give full consideration to the needs of large families in their developments.

The County, in developing programs for migrant farm labor housing, might seek to coordinate programs and funding through the Dixon Housing Authority. In addition, the County should continue to ensure the proper maintenance of private migrant farm labor camps through periodic on site inspection programs. The County also can provide assistance in obtaining loans and grants for the rehabilitation or establishment of new farm labor housing as needs are demonstrated.

The County supports fair housing through enforcement of equal opportunity provisions under County operated housing programs, by monitoring discrimination complaints received and by providing referrals to service organizations. Under its present Community Development Block Grants, the County supports counseling services for project area residents provided by Vallejo Neighborhood Housing Services. Greater effort should be made to support housing counseling programs provided by other public and non-profit agencies.

## **Objective**

3. Provide housing to meet the special needs of the elderly, handicapped, large family, female head of households, homeless and farm workers.

## **Policies**

- 3.1 The County shall support and comply with Federal Civil Rights law on discrimination in housing on the basis of ethnic background, age, handicap or sex.
- 3.2 The County shall give priority in providing housing assistance to those groups with demonstrated special needs, including elderly, handicapped,

large family households, female head of households and farm workers.

- 3.3 The County shall continue, through its inspection program, to ensure that migrant farm labor housing is maintained to provide healthy and safe living quarters.
- 3.4 The County shall support emergency housing programs through existing public and private service agencies.

## **Programs**

The County will seek funding for special groups with specific demonstrated needs through State and Federal housing programs and in the development of local housing assistance programs through the County redevelopment Agency and Housing Authority.

The County will continue to work with the Dixon Housing Authority in providing farm labor housing, as well as, providing assistance to private individuals and organizations in obtaining financial assistance for private farm labor housing.

The County will seek to ensure coordination between County and other public and private assistance programs for those with identified special housing needs through the appointment of a housing advisory committee.

The County will actively notify the public of available special assistance programs in coordination with city housing authorities and other public and private agencies.

The County will seek funding to support fair housing counseling service agencies operating locally, and it will publicize local policies and statements supportive of fair housing.

## **FUTURE HOUSING DEVELOPMENT**

The County of Solano and its incorporated cities have a joint responsibility to ensure that there is an adequate supply of housing to meet projected housing needs. The County in recent years has seen substantial growth in its population resulting in a increasing demand for housing.

Between 1975 and 1980, the number of housing units increased from 53,608 to 84,270. While most of the recent development has been occurring in the incorporated cities, there has been increasing demand for residential development in the unincorporated area, as well. Within the unincorporated area, there were 6,130 housing units in 1980 with a total of 5,598 households. The percent of units vacant for sale and rent have decreased between 1975 and 1980 to 1.3% vacant for sale and 3.8% vacant for rent. ABAG as part of its housing needs determinations estimated a shortage of 95 units needed to reach the "optimal overall vacancy rate" of 4.5% for the unincorporated area.

Solano County will continue to see increasing demands for residential development. Population projections for the total County forecast a growth from 235,203 in 1980 to 320,100 by 1990. To accommodate this projected growth and maintain a 4.5% vacancy rate, ABAG projects the need for 31,932 additional housing units between 1980 and 1990.

To satisfy housing needs, the County and the cities each have played distinctive roles. The County has primarily provided for housing which has been agriculturally related or rural in character. Higher density single-family and multiple-family developments, on the other hand, have been provided primarily in the cities. This has resulted from General Plan policies and servicing constraints which have limited the range and quantity of housing which can be provided in the unincorporated area.

Under the Association of Bay Area Governments (ABAG's) Housing Needs Determinations, the housing goal for the unincorporated area is 1014 units, or 3.2% of the projected demand for the County. In addressing this need, consideration must be given to all economic segments of the population. Currently, the principal type of housing provided by the County is the single family home which is usually self-supporting relative to water and sewer service. Multiple family development is located in those areas where supporting services are available principally in the Vallejo unincorporated area. Permanent mobile homes were restricted to mobile home parks requiring supporting services. However, recent changes in the County zoning code allow certified mobile homes to be placed on foundations in any zoning district where a one-family dwelling unit is allowed. Temporary mobile homes are also permitted in the unincorporated area primarily as temporary farm labor or caretaker housing.

It is evident that, if the County is to ensure an adequate supply of housing to meet it's varied housing needs, a cooperative program between the County and cities which sets forth each jurisdiction's role, and responsibilities must be

clearly defined. The policies of the County General Plan specifically define the County's role as one which is designed to complement the housing efforts of the cities rather than to compete with them by attempting to duplicate the necessary services in order to provide a full range of housing choice in the unincorporated area. These policies will help confine urban development to existing urban centers where supporting services are presently available and will provide for better access to employment and service facilities. These policies have been further reinforced with the recent passage of Proposition A (ordinance 1230).

### **Objective**

4. To provide sufficient housing jointly with the Cities to meet Solano County's projected housing needs.

### **Policies**

- 4.1 The County shall seek to achieve coordination of housing goals, objectives, policies and plans between the County and the Cities within the County.
- 4.2 The unincorporated County's principal housing role shall be to accommodate future residential development which constitutes an accessory use to agriculture (farm residence and farm labor quarters) and a moderate amount of rural residential development.
- 4.3 Housing units in the unincorporated County shall consist primarily of single family homes including manufactured dwellings certified under the National Mobile Home Construction and Safety Standard Act and meeting minimum County architectural and development standards.
- 4.4 Multi-family housing units in the unincorporated County shall be located in those areas best equipped to provide the level of services necessary to support such development.
- 4.5 Mobile homes may be used in the unincorporated County as temporary structures for short term purposes including farm labor and caretaker housing.

## Programs

The County will coordinate its planning and program efforts with the cities to ensure that adequate quantities of various housing types are provided to meet the County's total projected housing needs.

The County will continue to implement building and zoning codes to accommodate manufactured dwelling units within the County.

## HOUSING LOCATION, DENSITY AND TIMING

In 1981 Solano County updated the Land Use and Circulation Element of the Solano County General Plan. This element sets forth specific policies as to the location, density and timing of future residential development within the unincorporated area. Residential development has occurred in the unincorporated area predominately on lots varying from 1-5 acres. Under the rural residential land use designation, 13,426 acres have been designated for development (2 1/2 to 5 acre parcels). Within this land use designation, 7,423 acres are vacant and have a capacity of creating 1786 new units. The proposed Rancho Solano development if developed in the County would add 850 units for a total 2,636. Under the Suburban residential land use designation, (1/4 to 1 acre parcels) 2416 acres have been designated which reflect primarily pre-existing residential development patterns. However, some infill development could occur under this designation in the Elmira Community. Finally, the unincorporated Vallejo area is designated for low density residential development (1-7 units per acre) consistent with the City of Vallejo General Plan. This 413 acre area has been developed primarily at lower densities and has potential for infill development.

The County has also seen an increasing number of proposals for residential homesites on lots varying from 20 to 40+ acres in extensive agricultural areas. Some of these land divisions have been allowed to occur in areas designated as non-essential agriculture.

The County the cities have each designated and planned for residential growth within the next 5 years, which meets or exceeds the projected housing needs as determined by ABAG. The County has a projected need of 1014 new units and has a minimum capacity of 1786 units within the planned rural residential areas alone. The addition of Rancho Solano,

infill development and agricultural residential development would add to this capacity.

The passage of Proposition A reinforces many of the General Plan policies with regard to the location and timing of future development within the County. Growth is directed to existing planned residential areas with new large scale residential developments directed to the cities. The ordinance allows for redesignation of agricultural and open space areas to residential uses under only limited conditions. Consequently, the cities and County must carefully coordinate their planning efforts in relationship to the location and timing of future development.

### **Objective**

5. Provide properly timed residential development in a pattern which is consistent with County economic, social and environmental needs.

### **Policies**

- 5.1 The County shall identify areas for residential development within the next 5 years and designate areas which are to be held in reserve for future residential use.
- 5.2 The County shall phase future residential development giving first priority for development to those areas presently zoned for rural residential use and where rural residential development has already been established and second priority to those areas planned for future residential use.
- 5.3 Rural residential development within the unincorporated County shall be accommodated primarily on 2 1/2 to 10 acre building sites.
- 5.4 Minimum parcel sizes between 2 1/2 and 5 acres will be permitted only in areas where public water can reasonably be provided.
- 5.5 Clustering of development meeting overall density standards should be applied where feasible to preserve open space and environmental quality and provide for the efficient delivery of services and utilities.

- 5.6 The County shall ensure that policies and programs of the Solano County Housing Element are consistent with other elements of the County's General Plan.
- 5.7 The County shall seek to achieve coordination between the County and the Cities to ensure the proper location and timing of future residential development.
- 5.8 The County will not oppose the annexation of urbanized unincorporated areas adjacent to Cities where County housing assistance is provided, as long as annexation is not contrary to the wishes of a majority of the affected residents.

## **Programs**

The County will undertake appropriate studies to designate areas to be held in reserve for future residential development.

The County shall review residential projects for conformity with General Plan policies.

The County shall review General Plan policies and future amendments for conformity with Housing Element policies.

## **PUBLIC FACILITIES AND SERVICES**

The County recognizes that the provision of essential public facilities and services is an important and necessary prerequisite to the maintenance of a satisfying living environment. The extent and level of services and facilities to be provided are important factors in determining Solano County's housing role.

Presently, the County's housing role is primarily that of a regulator. The County attempts to ensure that a home is constructed with due consideration for the resident's health, safety and welfare and to ensure that one resident is not adversely affected by the actions of his neighbors.

The County recognizes its responsibility to provide certain health and safety services such as sheriff and fire protection and to provide and maintain certain public improvements within various communities as needs are identified, including road improvements, storm drainage, and on occasion other

improvements. On the other hand, the County has traditionally held that it should not provide urban services such as treated water or sewers. As a result, development within the unincorporated area has been primarily self-sufficient. While some development has been allowed to occur where limited urban services were provided by cities and special districts, present policy suggests that "what is urban should be municipal" meaning that development requiring urban services should occur within an incorporated city.

This position was taken in the belief that cities can provide urban services more efficiently. This policy is also consistent with General Plan policies which encourage city centered growth with residential development provided in close proximity to employment and commercial centers minimizing travel distances, energy consumption and noise and air pollution.

Public facilities and services policies call for a continuation of rural residential development which is primarily self-sufficient with on-site septic and water systems. The policies also recognize that in some areas designated for rural residential use, ground water supplies may become limited or unavailable. Therefore, in implementing the County's housing program, consideration should be given to identifying present water supply and future water needs of designated residential areas. Where limited water supplies are found to exist, alternative solutions will need to be explored. In other areas with poor soil conditions, increased residential populations may reach a point where individual septic systems can no longer be relied upon and some form of community sewage disposal may be required. Where changes in water and sewer systems are required, steps should be taken to ensure the protection of surrounding open space and agricultural lands. Care must be also exercised to ensure adherence to all other General Plan policies including timing of development.

The County must also evaluate the cost of new residential development and its impact on County services as opposed to the revenues generated from such development. As part of this analysis, consideration should be given to any additional services or facilities which might be required resulting from any increase in residential densities resulting from any future changes to water or sewer systems. In addition, consideration should be given to more specifically identifying areas which need improved public facilities and services traditionally provided by the County. Such mechanisms as a Capital Improvement Program or the County's Community Development Plan can provide a useful tool for more specifically identifying and prioritizing such needs.

## Objective

6. Provide for residential development which is generally self-sufficient in regard to water supply and sewage disposal, requiring only minimal public facilities and services essential for health, safety, and welfare.

## Policies

- 6.1 Rural residential development should be designed and located in a manner that minimizes the need for increased County services.
- 6.2 Rural residential development shall continue to rely upon individual wells and on-site sewage treatment systems. Where on site systems prove to be infeasible in designated rural residential areas, alternative systems may be considered.

## Programs

The County will undertake studies of designated residential areas to identify those areas that may have insufficient water supplies and to explore alternative solutions for providing water service. Particular attention will be given to the following areas:

- Green Valley-Rockville Area
- Gibson Canyon Area
- Allendale Area
- English Hills Area
- East Vacaville Area

The County will implement public facility improvements to address the identified needs within the County redevelopment areas.

The County will undertake studies of residential development and it's impact on County services and revenues in the unincorporated area.

The County will annually review and update its Community Development Plan to provide a coordinated program of necessary public improvements.

## **ENVIRONMENTAL QUALITY**

A necessary prerequisite to providing adequate housing is the provision and maintenance of a satisfying living environment. Several of the unincorporated communities and areas designated for future residential development face particular environmental problems.

Areas of blight can be found in several unincorporated communities. Environmental problems such as weeds, litter, trash piles, abandoned autos, abandoned dwellings, substandard and dilapidated structures, and inadequate or deteriorated public facilities are prevalent. Ordinances relating to the abatement of litter, weeds, and abandoned autos for health and safety reasons have been adopted by the County. While redevelopment project areas have been established in some of these communities to address many of these blighting conditions, the County does not have a definitive program for improving the environmental quality in many of these areas. In addition many of the communities have a unique rural character which should be preserved and enhanced.

Environmental constraints need to be taken into account in the location of future residential development within the County. Essential agricultural lands are the principal environmental constraint to the location of future residential development. County agricultural policies are directed to preserving essential agricultural lands for strictly agricultural uses. In addition, areas with environmental constraints relating to geologic hazards, areas of unstable soils, fire hazards, flood hazards, noise and scenic views and community buffers must be considered to preserve the County's environmental amenities and to protect the health and safety of Solano County residents.

In addressing the problems of community blight, the County should seek to establish cooperative programs between public or private agencies for the improvement of the environmental amenities within its residential communities.

### **Objective**

7. Enhance and preserve the environmental quality of residential areas.

### **Policies**

- 7.1 The County shall support programs which seek to reduce community blight.

- 7.2 The County shall seek to preserve the rural character, flavor and identity of its residential communities.
- 7.3 The County shall encourage the design and construction of residential dwellings which minimize the adverse visual, social and environmental impacts upon the residents of the dwellings and the surrounding countryside.
- 7.4 The County shall ensure consistency between residential designated areas on the general plan and residential zoning districts and agricultural and environmental safety policies.

### **Programs**

The County will establish and support a definitive program to reduce community blight including a public/private program of trash removal and establishment of an ordinance for the removal of abandoned and dilapidated housing units.

The County will continue to enforce health, weed, fire and inoperative automobile abatement ordinances.

The County shall implement needed public facility improvements through the County Community Development and Redevelopment programs.

The County shall implement architectural review to ensure future development within rural communities is harmonious with existing development.

The County shall review residential projects for conformity with General Plan policies.

### **ENERGY CONSERVATION**

In 1981 Solano County adopted the Energy Element as a part of the Solano County General Plan. The primary purpose of the Solano County Energy Element is to identify and document the energy needs and problems in the unincorporated County area and to establish energy policies, strategies, and programs to address the identified problems and needs and promote public awareness of energy conservation.

The average unincorporated area household uses more electrical energy than the average incorporated area household for

several reasons: (1) a significant proportion of the housing is in a relatively high temperature climate zone, (2) there is a higher proportion of single-family homes, (3) the newer homes are larger than newer homes in the incorporated areas, and (4) additional electricity is needed to pump household water. The highest potential for energy use conservation is in a heated swimming pool which can consume more energy than any other residential use. If solar energy were used for pool heating, substantial amounts of fossil fuels could be conserved.

To meet the County's conservation goals, some of the conservation techniques which could be used include weatherstripping and insulation techniques, shading techniques (such as wider eaves, exterior shutters, shades and awnings), and wind deflectors (such as landscaping, berms, screens and fences). Also, architectural techniques which take advantage of site orientation and window placement to maximize winter heat gain and minimize summer heat gain could be applied. Among these techniques, weatherstripping and increased insulation could be retrofitted on existing older buildings.

### **Objective**

8. Promote energy conservation in new and existing residential units.

### **Policy**

- 8.1 Encourage the use of siting, construction and landscaping of structures to minimize energy consumption.
- 8.2 Improve the energy efficiency of existing residential structures through the installation of cost effective conservation measures.
- 8.3 Promote reduction of energy costs through energy conservation practices for low income households.

### **Programs**

The County will conduct a public information program on energy conservation measures and programs.

The County will incorporate provisions of the California Solar Rights Act of 1978 into the

County's subdivision ordinance and adopt provisions of the State Solar Shade Control Act to assure that solar access is protected in major and minor subdivisions in residentially zoned areas.

The County will provide landscaping and vegetation guidelines for new residential units.

The County will continue to support local implementation of Residential Service Program to provide free home energy audits to utility customers.

The County will advocate continued funding for the existing Solano County Economic Opportunity Council weatherization Program.

# **Chapter III**

## **Implementation Methods**



# **Chapter III**

## **Implementation Methods**

This section outlines specific programs and recommendations for implementing the policies addressing Solano County's housing needs. There are several tools available to the County for implementation: governmental procedures, housing programs and regulatory methods.

### **GOVERNMENTAL PROCEDURES**

Within Solano County there are a number of governmental agencies which provide and direct housing assistance programs. They include: the County Housing Authority, the County Redevelopment Agency and programs administered through the Board of Supervisors. Each of these governmental agencies have distinctive roles to play in providing housing assistance.

#### **Solano County Housing Authority**

In September 1979 the Housing Authority of the County of Solano was formed and the County Board of Supervisors was established as the governing authority. The functions of the Housing Authority include:

1. Formulation of programs and preparation of applications for funding under various State and Federal programs.
2. Coordination of housing programs with city housing authorities.

### 3. Oversight program administration and distribution of funding.

The County Housing Authority has jurisdiction only in the unincorporated area and is staffed by the Department of Environmental Management. The Authority currently oversees a 75 unit Section 8 program administered under contract with the City of Vallejo Housing Authority. Future programs formulated by the Authority, including the amount and distribution of assisted units, will be based on the County's analysis of housing problems and needs and guided by the policies set forth in this element. In expanding and formulating new programs, consideration will be given to expanding the range of locational choice within the market area and improving access to employment and other public services for low income households.

### **Redevelopment Agency**

In May 1983, the Solano County Redevelopment Agency was formed with the Solano County Board of Supervisors designated as the governing board. Among the purposes of redevelopment are to expand the supply of low and moderate income housing; to expand employment opportunities for the jobless, under employed and low income persons and to provide an environment for the social, economic, and psychological growth and well-being of all citizens.

Under redevelopment law not less than twenty percent (20%) of all taxes allocated to the redevelopment agency shall be used for increasing and improving the County's supply of housing for low and moderate income households. Funding can be used both in and outside the redevelopment project areas to acquire land, donate land, improve sites, or construct or rehabilitate structures to provide housing for low and moderate income households. The Agency may also provide subsidies to low and moderate income households to assist them in obtaining housing within the County.

In addition, at least 30% of all new or rehabilitated housing provided by the Agency within a project area must be available to low and moderate income households, and 15% of all new or rehabilitated housing provided by other public or private agencies within a project area must be available to low and moderate income households.

The Agency has established two redevelopment projects, the Collinsville-Montezuma Hills Redevelopment project and the Southeast Vallejo Redevelopment Project. These projects are described in more detail in the Housing Program section. In

the future, other areas may be examined to determine whether they can benefit from the redevelopment mechanism. Projects could be established unilaterally by the agency or jointly with city redevelopment agencies.

### **Solano County Board of Supervisors**

The Board of Supervisors, in addition to governing Housing Authority and Redevelopment Agency activities, is also directly involved in housing assistance programs. The Board adopts the County Community Development Plan and oversees the implementation of the Community Development Block Grant Program. Under this program the County has provided assistance to low income households to rehabilitate their homes and make improvements to water and sewer services and public roadways in various unincorporated communities. The Board of Supervisors also adopts the Zoning Code, Building Code, Subdivision regulations and other related ordinances regulating the development of housing within the County.

### **Housing Advisory Committee**

To coordinate housing programs among the various County and city agencies, the Element proposes that an advisory committee be formed comprised of representatives from County staff, the city housing authorities and redevelopment agencies, and other public and private agencies providing housing assistance. The committee would assist the County in formulating joint City/County programs and ensure coordination of County housing programs with other public and private programs.

### **Department of Environmental Management**

Various land use, development, and housing related functions have been combined to create this new consolidated department which provides staff support for most of the County's housing programs. Housing functions consolidated into the new department include, a Housing and Redevelopment Division, Land Use Administration Division, and an Environmental Health Division which includes Building Inspection. This reorganization is expected to provide closer coordination and more efficient operation and processing of land use development activities. All necessary development related permits with the exception of those required by Public Works

will be obtained and processed in one location once consolidation is completed. This department will have the task of initiating and supporting most of the ongoing and new programs outlined in the Element.

## **HOUSING PROGRAMS**

The Housing Element identifies a number of ongoing and new programs to resolve housing problems. These include direct housing assistance, planning and regulatory programs.

### **Direct Housing Assistance Programs**

#### Public Information

An extremely important role the County can take through its Department of Environmental Management is to act as a clearing house and source of information on programs which will help the public to meet housing needs. Public information can be provided through outreach to inform the public of existing programs, referrals to agencies providing assistance, and support of agencies who provide housing services.

The County has an obligation to actively notify both individuals and groups of the public and private programs available within the County. In addition to programs sponsored by the County or the cities, the public can be referred to possible funding sources for housing rehabilitation through the Department of Housing and Urban Development Programs (Section 8, New Construction) and Farmers Home Administration programs (Section 502 Home ownership and Home Improvement Loans, Section 504 Home Repair Loans and Grants). Individuals and organizations can be assisted in obtaining funding for private farm labor housing (Farmers Home Administration Section 514 and 516, Farm Labor Housing Loans and Grants). The public will also be referred to agencies which can help with other housing problems (landlord/tenant complaints, fair housing complaints).

The County should also support comprehensive housing counseling services provided by non-profit corporations. Such services include mortgage/rent default and delinquency counseling, homeowners and renters pre-occupancy counseling, landlord/tenant complaints, rent referrals and resource information and fair housing informational materials and counseling.

## Community Development

The Element commits the County to continue and expand its housing rehabilitation programs for the improvement of sub-standard housing within the unincorporated area. To date, the County has relied on Community Development Block Grant (CDBG) funding for housing rehabilitation programs. Rehabilitation programs are currently operating in two target areas in the Lemon Street area of unincorporated Vallejo. Both programs, funded under CDBG, are administered for the County under contract with Vallejo Neighborhood Housing Services, a non-profit, community based organization.

Under these programs, loans or grants are made available to qualified low and moderate income households for rehabilitation work. Funds are available for both owner occupied and tenant occupied units. Program eligibility for tenant units is based on the household income of the tenants. To maintain the affordability of rehabilitated rental units for low and moderate income households, a rental agreement is executed between the landlord and County as part of the loan, or the program can be coordinated with the County's Section 8 rent subsidy program. Under the program, owner occupied units are brought up to building code standards and tenant occupied units are brought up to Section 8 standards.

The County leverages its rehabilitation loan funding with private funding sources in order to expand and take full advantage of available funding. Program income from existing housing rehabilitation programs will be recycled to provide new rehabilitation loans or grants.

The County will continue to seek funding for housing rehabilitation through the CDBG program. In addition, as funds become available through the Redevelopment Agency, programs will be established to address rehabilitation needs within the Agency's project areas. However, rehabilitation needs go beyond the funding available under these two programs. There are areas in need of housing rehabilitation assistance which can not easily be addressed through the CDBG and redevelopment programs. To more fully address these needs, the County shall seek funding through other State and Federal programs. Possible sources of funding include HUD Section 8 Rehabilitation and Section 312 Rehabilitation Programs. In addition, as part of its public information program, the County can provide assistance to households in obtaining funding through Farmers Home Administration Section 502 Home ownership and Home Improvement Loans program, and Section 504 Home Repair Loans and Grants program.

## Section 8 Existing Housing Rent Subsidy

This program is the mainstay of the effort to provide rental assistance to low income persons. The program operates by providing "housing assistance payments" to owners, developers and public housing agencies to make up the difference between the "Fair Market Rent" of a unit (set by HUD) and the tenant's contribution toward the rent (at least 15%, but not more than 25% of income).

Currently, the Housing Authority administers 75 units of subsidized housing, a number which is considerably short of the estimated need in the unincorporated area. The County will seek to expand the existing Section 8 rent subsidy program as new allocations of certificates are made available by HUD.

In addition, the County will need to work with city and non-profit agencies to make new rental housing available to low and moderate income households at appropriate locations where adequate public facilities and services are available. Particular consideration will need to be given to the needs of large family, and female head of households, elderly and the handicapped. Other possible sources of funding include HUD Rental Housing Construction Program, HUD Section 202 Loans for housing the elderly and handicapped and County redevelopment funds.

## Redevelopment

The County has established two redevelopment projects, the Collinsville-Montezuma Hills Redevelopment Area and the Southeast Vallejo Redevelopment Area.

Collinsville-Montezuma Hills Redevelopment Project - This Redevelopment Area located in southeast Solano County is designed to facilitate the development of water dependent industry and to protect and rehabilitate the Community of Collinsville under policies and programs set forth in the Collinsville-Montezuma Hills Area Plan and Program. Through its redevelopment program, approximately \$63,750,000 will be available for housing related activities over the 50 year life of the project. Funds could be utilized for programs both within and outside the Collinsville-Montezuma Project area to benefit existing residents and future employees of the area.

During project implementation, the Agency will need to formulate specific housing programs which will be designed to

address the needs of existing residents including the provision of housing rehabilitation assistance along with programs to address the needs of new employees of the project area.

Southeast Vallejo Redevelopment Project - The Solano County and City of Vallejo Redevelopment Agencies have entered into an agreement establishing a joint redevelopment area in Southeast Vallejo. The purpose of this project is to facilitate the development of the Glen Cove area of Vallejo and to make public facility and housing improvements within the unincorporated community of Homeacres. Under the redevelopment agreement, approximately \$6,000,000 would be available for low and moderate income housing. A minimum 30% of the available funding will be used for housing rehabilitation within the unincorporated Homeacres area.

In implementing the redevelopment program in the Homeacres area, the County will undertake a neighborhood planning study to more specifically identify the public facility improvements and housing needs of the community and establish a program with priorities to address these needs. The Neighborhood Plan will be formulated with full participation of the community. Upon completion, the Neighborhood Plan will be adopted by the Agency to guide expenditures of redevelopment funds within the community.

#### Mortgage Revenue Bonds

This is a promising technique to reduce the cost of new home ownership by providing mortgage financing at below market interest rates. Mortgage funds can be made available to low and moderate income households principally first time home buyers. The program may be undertaken jointly with builders and with other jurisdictions. The County has done the preliminary work necessary to set up a Mortgage Revenue Bond program but has not proceeded with the issue pending an improvement in the bond market.

#### Emergency Shelter

The County, through public and private service agencies shall seek appropriate funding under Federal, State and local programs to provide temporary shelter to various groups identified as in need of emergency housing.

### Discrimination

The County shall continue to enforce equal opportunity and non-discrimination provisions through its housing programs. The County shall seek funding under Federal, State and local programs to provide support to local fair housing counseling service agencies.

### Self Help Housing

The County shall seek Federal and State funding to support and implement self help housing projects and programs. The County shall continue to provide technical assistance through the Building Department to households who wish to build their own homes.

### Farm Labor

The County will seek to coordinate programs and funding from State and Federal programs through the Dixon Housing Authority. The County will provide assistance in obtaining loans and grants for the rehabilitation and or establishment of new farm labor housing under Farmers Home Administration and State Department of Housing and Community Development. The County will continue on site inspection of private migrant farm labor camps to ensure proper maintenance.

### **Planning Programs**

#### ABAG Housing Needs

Under the Association of Bay Area Governments' Housing Need Estimates, the County's housing goal is 1014 new units between 1980 and 1990 including where possible and appropriate the needs of all economic segments of the population, tenure status and household size. In addressing future housing needs, the County will consider the distribution of need by income category as follows:

Percent of Need	Income Category
24%	Very low income (50% of medium income)
17%	Low income (51% - 80% of median income)
21%	Moderate income (81 - 120% of median income)
38%	Above Moderate Income (120% + of median income)

While the above percentages represent a need which the County will seek to address, it is the goal of the County to provide housing to all households to the fullest extent possible given existing and expected resources. Realistically, the County expects to have difficulty in achieving its goals for very low and low income housing. Under certain circumstances the goal for moderate income housing may also be difficult to achieve.

The County presently has designated approximately 14,000 acres of land for rural and suburban residential development. Approximately 7,500 acres of rural residential land is vacant which can accommodate approximately 1786 additional households, substantially more than our projected needs. These designated lands are located primarily in the Green Valley, Allendale and English Hills areas.

Future development in the County will be primarily low density, self-sufficient development occurring on 2 1/2 and 5-acre parcels. Development at higher densities is restricted due to County health regulations requiring parcels smaller than 5 acres be served by a public water system and parcels smaller than 2 1/2 acres be served by both public water and sewer systems. Under these circumstances with existing land costs, housing cost are out of reach of low income households.

There are, however, some limited potential sites within the County for low and moderate income housing. These include the Homeacres area in Vallejo and the Community of Elmira east of Vacaville where necessary supporting services and facilities are available to support higher density development. These areas will only satisfy a small portion of this need.

The County will, therefore, need to pursue several alternatives to expand the supply of housing for low and moderate income households. First, it will explore mechanisms to provide developer incentives or establish inclusionary provisions to be applied to large scale major subdivisions providing for the development of below market rate housing, affordable to low and moderate income households. Second, the County will seek to work with city housing authorities and non-profit agencies in joint projects to increase the supply of below market rate housing at appropriate locations where necessary supporting facilities and services are available.

### Redevelopment Plans

The Solano County Redevelopment agency will prepare specific plans for implementing various aspects of the County redevelopment program.

In the Southeast Vallejo Redevelopment area, a Neighborhood Plan will be formulated to identify and prioritize public facility improvements, and formulate specific housing programs. The Neighborhood Plan will be prepared with community participation and coordinated with City of Vallejo Redevelopment Activities.

In the Collinsville-Montezuma Hills Redevelopment area, a housing plan will be prepared setting forth specific programs for providing housing assistance for rehabilitation of existing residences and housing for future employees of the project area. This plan will be prepared in coordination with the Cities of Rio Vista, Suisun City and Fairfield.

### Community Development Plan

The County will review and update its Community Development Plan to provide a coordinated program of public improvements in those areas with identified needs. As part of the review and update, alternative funding sources will be explored. Projects identified in the Community Development Plan shall be incorporated into a 5 year Capital Improvement Program.

### Economic Development Element

The County, as part of its Economic Development Element, will analyze the cost and benefits of residential development including the impacts of residential development upon County services such as roads, schools, fire and public protection.

### **REGULATORY METHODS**

The enforcement of regulatory measures also can be effective in improving and preserving the County housing stock and its environment.

## County Ordinances

Currently, the County enforces health, weed, fire and inoperative automobile abatement ordinances, as well as, housing and zoning codes and subdivision regulations which contribute to the preservation of housing and environmental quality.

The County has adopted an amendment to the zoning code which allows for the development of companion living units in agricultural and single family zoning districts. A companion living unit is defined as "one additional dwelling unit containing not more than 850 square feet attached or detached to the principal residence on the same ownership providing independent living quarters including sleeping, eating, cooking and sanitation facilities for one or more adult persons who are 60 years of age or older, handicapped or convalescent."

The County has also adopted an amendment to the Zoning Code which allows manufactured dwelling units in any district where a one-family unit is allowed. A manufactured dwelling unit is a mobilehome certified under the National Mobile Home Construction and Safety Standard Act of 1974 placed on a foundation system constructed according to the provisions of Section 18551 of the Health and Safety Code and implementing regulations and designed for and occupied exclusively by one family. A manufactured dwelling must also meet the minimum architectural and development standards for dwellings as set forth in the code.

The County shall undertake a major review and revision to the Solano County Zoning Code. This revision will include review for consistency of the residential zoning districts with General Plan policies; review of residential district permitted uses and building requirements; and review of permit processing procedures.

The zoning code also sets forth provisions for architectural review and approval in order to promote orderly and harmonious development within the County. These should be reviewed and updated to include specific criteria and principles for review of projects.

The County should establish an ordinance for the removal of abandoned and dilapidated housing units.

## **Building Codes**

The County will actively implement regulations of the State Energy Commission pertaining to "Energy Conservation Standards for Residential Buildings".

## **Planned Unit Development**

To minimize the environmental impacts, the planned unit development procedures may be applied to those lands proposed for development which contain development constraints.

## **Subdivision Map Act**

Administration of the Subdivision Map Act can also provide assistance in resolving housing problems. For example, the review process for large subdivisions can be used to provide developer incentives or establish inclusionary provisions in order to provide below market rate housing, affordable to low and moderate income households.

The County should also incorporate provisions of the California Solar Rights Act of 1978 into its subdivision ordinance and adopt provisions of the State Solar Shade Control Act to assure that solar access is protected in major and minor subdivisions in residentially zoned areas.

SOLANO COUNTY HOUSING PROGRAM SUMMARY

PROBLEM	POLICY	ACTION	IMPLEMENTING AGENCY	PROGRAM OBJECTIVES	IMPLEMENTATION DATE	FUNDING SOURCES
Substandard Housing -500 units substandard -350 units suitable for rehabilitation	1.1	Continue and expand housing rehabilitation programs within the County	County Board of Supervisors County Redevelopment Agency	Rehabilitate 50 units in the unincorporated area	1985 to 1990	State CDBG HUD Section 8 HUD Section 312 FMHA Section 802 FMHA Section 504 Redevelopment Funding.
	1.2	Institute a Housing Advisory Committee	County Board of Supervisors	Establish a mechanism for coordinating housing programs between various public and private agencies	1985	General Fund
		Coordinate Housing Rehabilitation Plans and Programs	Housing Advisory Committee	Ensure maximum effectiveness in addressing housing needs with available funding	1985 to 1990	General Fund
		Coordinate and leverage rehabilitation funding with financial institutions and non-profit agencies	County Board of Supervisors County Redevelopment Agency	Maximize available funding	1985 to 1990	General fund
Affordable Housing -rapid increase in the cost of purchasing a home -35% of rental households over-paying	2.1	Continue and expand housing rental assistance program within the County	County Housing Authority	Conserve the affordability of existing units by continuing to provide 75 certificates of Section 8 rental assisted housing and expand the program as new certificates or vouchers become available.	1985 to 1990	HUD Section 8 Rental Assistance

SOLANO COUNTY HOUSING PROGRAM SUMMARY

PROBLEM	POLICY	ACTION	IMPLEMENTING AGENCY	PROGRAM OBJECTIVES	IMPLEMENTATION DATE	FUNDING SOURCES
Special Housing Needs	2.2	Coordinate Housing Assistance Programs	County Housing Authority Housing Advisory Committee	Ensure maximum effectiveness in addressing housing assistance needs with available funding	1985 to 1990	General Fund
	2.3	Review and update County building and zoning codes.	County Planning Commission County Board of Supervisors	Bring building and zoning codes into consistency with the General Plan	1985 to 1990	General Fund
	2.4	Institute a public information program	Housing Advisory Committee	Apprise the public of available housing programs	1985 to 1990	General Fund
	3.1	Non-discrimination in County sponsored programs	County Board of Supervisors County Housing Authority County Redevelopment Agency	Promote non-discrimination in housing	1985 to 1990	General Fund
		Support Housing Counseling Services	Non-profit Housing Agencies	Provide housing counseling services to homeowners and rentals	1985 to 1990	CDBG funding Receive sharing

SOLANO COUNTY HOUSING PROGRAM SUMMARY

PROBLEM	POLICY	ACTION	IMPLEMENTING AGENCY	PROGRAM OBJECTIVES	IMPLEMENTATION DATE	FUNDING SOURCES
-elderly 16% of the households -handicapped 11% of the population	3.2	Institute a Housing Advisory Committee	County Board of Supervisors	Establish a mechanism for coordinating housing programs between various public and private agencies.	1985	General Fund
		Give special consideration to the elderly and handicapped in County sponsored housing programs.	County Board of Supervisors County Housing Authority County Redevelopment Agency Housing Advisory Committee	Provide assisted housing units as needs are identified	1985 to 1990	State CDBG HUD Section 202 & 231 Redevelopment Financing
-Overcrowded Households 6.6% of the households -Female Head of Households -Farm labors	3.2	Give special consideration to the needs of large families and female head of households in County sponsored programs	County Housing Authority County Redevelopment Agency	Provide assisted housing as needs are identified	1985 to 1990	HUD Section 8 Redevelopment Funding
		Assist farms in obtaining financial assistance to establish farm labor quarters	County staff	To provide additional housing units of sufficient size for migrant farm labor	1985 to 1990	FMA Section 514/516 State Farm Labor Housing Grant Fund
		Coordinate Housing Assistance Plans and Program for special housing needs	Housing Advisory Committee	Ensure maximum effectiveness in addressing housing needs with available funding	1985 to 1990	General Fund

# SOLANO COUNTY HOUSING PROGRAM SUMMARY

PROBLEM	POLICY	ACTION	IMPLEMENTING AGENCY	PROGRAM OBJECTIVES	IMPLEMENTATION DATE	FUNDING SOURCES
To provide 594 housing units to meet the County's projected needs for all economic segments of the County	3.2	Institute a public information program	Housing Advisory Committee	Apprise the public of available housing programs.	1985 to 1990	General Fund
	3.3	Continued inspection of private farm labor camps	County Division of Environmental Health	Ensure compliance with State standards to provide health and safe living quarters	1985 to 1990	General Fund
	3.4	Continued support of emergency housing	County Board of Supervisors	To provide temporary shelter	1985 to 1990	General Fund
	4.1 4.2 4.4 4.5	Coordinate planning and program effects with the cities	County Board of Supervisors Housing Advisory Committee	Ensure an adequate supply of various housing types to meet the projected need.	1985 to 1990	General Fund
	4.3	Implementation of County building and zoning codes to accommodate manufactured dwelling units within the County	County staff	To provide reduced cost housing	1985 to 1990	General Fund
To ensure proper location and timing of future development	5.1	Establish 5-year growth areas for County and City development and identify areas for future reserve	County staff LAFCO	Ensure orderly residential development	1985	General Fund
	5.2 5.3 5.4 5.5	Review residential projects for conformity with General Plan policies	County staff	General Plan consistency	1985 to 1990	General Fund

# SOLANO COUNTY HOUSING PROGRAM SUMMARY

PROBLEM	POLICY	ACTION	IMPLEMENTING AGENCY	PROGRAM OBJECTIVES	IMPLEMENTATION DATE	FUNDING SOURCES
The provision of public facilities and services essential for public health safety and welfare	5.6	Review of General Plan Policies and future amendments in light of housing element policies	County staff	General plan consistency	1985	General Fund
	5.7 5.8	Work with the cities and LAFCO in implementation of LAFCO Standards	County staff in conjunction with LAFCO and City staff	Ensure proper timing and location of residential development	1985 to 1990	General Fund
	6.1	Study the costs and benefits of residential development	County staff	Evaluate the impacts of residential development on County services and revenues	1985	General Fund
		Review development proposals with respect to impacts on County public facilities and services	County staff	Minimize the impact of development on County services	1985 to 1990	General Fund
		Review and update the Community Development Plan	County staff	Identify needed public improvements and incorporate into a County Capital Improvement Program	1985	General Fund
		Implement County Redevelopment Plans	County Redevelopment Agency	Provide housing and public improvements within redevelopment project areas	1985 to 1990	Redevelopment Financing
	6.2 6.3	Study the potential future servicing requirement of residential development	County staff	Identify areas with insufficient rate supplies or constraints for septic tank uses and determine solutions for servicing these areas	1986	General Fund State Grants

SOLANO COUNTY HOUSING PROGRAM SUMMARY

PROBLEM	POLICY	ACTION	IMPLEMENTING AGENCY	PROGRAM OBJECTIVES	IMPLEMENTATION DATE	FUNDING SOURCES
Preservation of Environmental Quality	7.1	Establish a public/private trash removal program	County Staff	Reduce Community Blight	1986	General Fund
		Establish an ordinance for the removal of abandoned and dilapidated housing units	County Staff	Protect public health and safety	1986	
	7.2 7.3	Implement Redevelopment Programs	County Redevelopment Agency	Reduce Community Blight	1985 to 1990	Redevelopment Financing
		Implement Architectural Review	County Staff	Insure future development is harmonious with existing development	1985 to 1990	General Fund
Construction of energy efficient residential units	7.4	Review residential projects for conformity with General Plan policies	County Staff	General Plan Consistency	1985 to 1990	General Fund
	8.1	Adopt provisions of the California Solar Shade Control Act	County Staff	Encourage the use of siting, construction and landscaping of structures to minimize energy consumption	1985	General Fund
		Provide landscaping and vegetation guidelines for new residential units	County Staff	Encourage use of siting, construction and landscaping of structures to minimize energy consumption	1985	General Fund
		Incorporate provisions of the California Solar Rights Act of 1978 into the County's subdivision ordinance	County Staff	Encourage the use of siting, construction and landscaping of structures to minimize energy consumption.	1985	General Fund

SOLANO COUNTY HOUSING PROGRAM SUMMARY

PROBLEM	POLICY	ACTION	IMPLEMENTING AGENCY	PROGRAM OBJECTIVES	IMPLEMENTATION DATE	FUNDING SOURCES
Retrofit existing residential structures	8.2	Actively seek local implementation of the Residential Conservation Service Program (RCS)  Distribute brochures on solar water heating and water heater jackets to electrical water heating areas	County Staff  County Staff Board of Supervisors	Achieve retrofit of existing residential structures  Achieve retrofit of existing residential structures	Ongoing  1985	P G & E  General Fund
Energy affordability	8.3	Advocate continued funding for the existing Solano County Economic Opportunity Council (SCEOC) weatherization program  Disseminate information on solar cooperatives and energy cooperatives	Board of Supervisors  County Staff	Minimize the impacts of high energy costs upon those who are least able to afford them.  Minimize the impacts of high energy costs upon those who are least able to afford them	Ongoing  1985	Federal Grants  General Fund



# **Chapter IV**

## **Analysis of Housing Problems and Needs**



# **Chapter IV**

## **Analysis of Housing Problems and Needs**

The purpose of this chapter is to define and summarize the County's existing and future housing problems and needs. Factors to be analyzed in identifying existing housing needs include the supply and availability of housing, housing conditions, affordability and overcrowding. The particular housing needs of special groups must also be examined. In identifying future housing needs, the projected demand for housing for various groups is analyzed. Finally, the County's resources and constraints to meeting identified housing needs are studied including the availability of housing sites, public facilities and services, environmental quality, existing housing programs and resources, governmental constraints and market constraints.

### **EXISTING HOUSING NEEDS**

#### **Supply and Availability of Housing**

The supply and availability of housing in Solano County is an important indicator of how well the County is meeting its housing needs. Table 1 summarizes the housing stock and household population for the County, cities and unincorporated area. In 1980, there were 84,087 housing units within Solano County. Of this total, 78,128 units are located within the cities and only 5,959 units or 7.1 percent are found in the unincorporated portion.

TABLE 1

## SOLANO COUNTY HOUSING CHARACTERISTICS

	Total Year Round Units	Vacant Units		Total House- Holds	House- hold Popula- tion	Persons Per House- Hold	Seasonal & Migratory Units	Total Popula- tion
Cities	78,128	3,300	4.2	74,828	210,997	2.82	12	218,915
Unincorporated Area	5,959	361	6.1	5,598	16,056	2.87	171	16,288
TOTAL COUNTY	84,087	3,661	4.3	80,426	227,053	2.82	183	235,203

SOURCE: 1980 Census

## Housing Type

Table 2 summarizes the housing stock for the County, cities and unincorporated area in 1980. Within the County, 72.9% of the housing units are single-family and 30.0% are duplexes or multiple dwellings. Mobilehomes make up 4.1% of the housing stock.

There is diversity in the makeup of the housing stock between the cities and unincorporated area. Within the cities, 72.4% of the housing stock is single-family units. Duplex and multiple dwelling units comprise 23.8% of the stock while mobilehomes make up 3.8%. The composition of housing types in the unincorporated area is somewhat different. The unincorporated area has a larger proportion of single-family units: 78.9% fall within this category. Only 12.6% are categorized as duplex and multiple family units, and mobilehomes make up 8.5% of the housing units.

Between 1970 and 1980 there was little overall change in the makeup of the County's housing stock. In the early 1970's there was an increase in the percentage of multi-family and mobilehome units, but in the latter part of the 1970's this was offset by an increase in the percentage of single-family units which increased slightly from 70.7% in 1970 to 72.4% in 1980 and multi-family units which decreased from 25.5% to 23.8%.

Within the unincorporated area, the percentage of single-family units remained unchanged between 1970 and 1980. There was an increase in the percentage of single-family units in 1975 as a result of a sharp decline in multi family units due to annexations to the City of Vallejo. The percentage of mobilehomes, however, has increased steadily since 1970.

## Housing Tenure

Another important factor to be considered in analyzing the housing supply is the proportion of owner and rental units which comprise the housing stock. Table 3 shows a comparison of owner and rental units between 1970, 1975 and 1980. Since 1970 there has been a decline in the percent of rental units within the County. This decline has been particularly evident in the unincorporated area where the proportion of rental units decreased from 45.7% to 31.4%. The sharp decline in the early 1970's was partially the result of annexations to the City of Vallejo of areas having a high proportion of rental units. This decline continued into the late

TABLE 2

## CHANGES IN HOUSING STOCK 1970 to 1980

COUNTY						
UNIT	1970		1975		1980	
	NUMBER	PERCENT	NUMBER	PERCENT	NUMBER	PERCENT
1	38,281	71.6	43,296	68.0	61,423	72.9
2-4	7,335	13.7	8,912	14.0	8,655	10.3
6+	5,787	10.8	8,005	12.6	10,705	12.7
Mobilehome	2,057	3.9	3,434	5.4	3,487	4.1
TOTAL	53,460	100.0	63,647	100.0	84,270	100.0
CITIES						
UNIT	1970		1975		1980	
	NUMBER	PERCENT	NUMBER	PERCENT	NUMBER	PERCENT
1	33,494	70.7	38,588	66.6	56,580	72.4
2-4	6,877	14.5	8,619	14.9	8,295	10.6
5+	5,217	11.0	7,672	13.2	10,284	13.2
Mobilehome	1,799	3.8	3,036	5.3	2,969	3.8
TOTAL	47,387	100.0	57,915	100.0	78,128	100.0
UNINCORPORATED						
UNIT	1970		1975		1980	
	NUMBER	PERCENT	NUMBER	PERCENT	NUMBER	PERCENT
1	4,787	78.8	4,708	82.2	4,839	78.9
2-4	458	7.5	293	5.1	356	5.8
5+	570	9.4	333	5.8	417	6.8
Mobilehome	258	4.3	398	6.9	518	8.5
TOTAL	6,073	100.0	5,732	100.0	6,130	100.0

Source: 1970 Census, 1975 Special Census, 1980 Census

TABLE 3

## OWNERSHIP/RENTAL FOR COUNTY, CITIES AND UNINCORPORATED AREA

	COUNTY					
	1970		1975		1980	
	UNITS	PERCENT	UNITS	PERCENT	UNITS	PERCENT
Own	29,216	57.2	27,577	65.5	50,850	63.2
Rent	21,904	42.8	14,511	34.5	29,576	36.8
Total	51,120	100.0	42,088	100.0	80,426	100.0
Non-Response			18,084			
TOTAL	51,120		60,169		80,426	

	CITIES					
	1970		1975		1980	
	UNITS	PERCENT	UNITS	PERCENT	UNITS	PERCENT
Own	26,169	57.5	25,534	65.5	47,011	62.8
Rent	19,338	42.5	13,452	34.5	27,817	37.2
Total	45,507	100.0	38,986	100.0	74,828	100.0
Non-Response			16,177			
TOTAL	45,507		55,163		74,828	

	UNINCORPORATED					
	1970		1975		1980	
	UNITS	PERCENT	UNITS	PERCENT	UNITS	PERCENT
Own	3,047	54.3	2,043	65.9	3,839	68.6
Rent	2,566	45.7	1,059	34.1	1,759	31.4
Total	5,613	100.0	3,102	100.0	5,598	100.0
Non-Response			1,904			
TOTAL	5,613		5,006		5,598	

Source: 1970 Census  
1975 Special Census  
1980 Census

1970's since most new development during this time was comprised of large lot single family homes.

### **Vacancy Rates**

Housing vacancy rates can indicate the availability of housing by showing how well housing supply has kept pace with housing demand. Vacant for sale is a percentage of the total number of owner occupied units and vacant for rent is a percentage of the total number of renter occupied units. ABAG, under its housing needs determinations, has established as a regional goal, an overall vacancy rate for sale and rent of 4.5 percent.

Table 4 displays the vacancy rates for the County and unincorporated area. The vacancy rates for the County have remained relatively stable through the 1970's; however, the unincorporated area saw an increase in its vacancy rates in the mid 1970's but returned to the 1970 levels by 1980. The Solano County unincorporated area had a total of 352 vacant units in 1980 representing 5.9% of the housing stock. Of this total, 50 units were vacant for sale and 72 units vacant for rent.

The vacancy rate for both renter and owner occupied housing units is below the ABAG vacancy goal, indicating a shortage of available units. ABAG, as part of its housing needs determination, estimated a shortage of 95 units in 1980 needed to reach the optimal vacancy rate of 4.5% for the unincorporated area.

### **Housing Condition**

The condition of the County's housing stock is also an important indicator of housing problems and needs. In 1976, a housing survey was conducted which evaluated the condition of housing in various unincorporated area communities. The survey identified standard units, substandard units and units suitable for rehabilitation. Standard units were those units which were considered sound, showing no visible defects or only slight defects needing normal maintenance repairs. Substandard units were those which were considered dilapidated based on the 1960 U.S. Census definition. Dilapidated units are defined as follows:

"Dilapidated housing does not provide safe and adequate shelter. It has one or

TABLE 4

VACANCY RATES FOR THE COUNTY  
AND UNINCORPORATED AREA<sup>1</sup>

	COUNTY			UNINCORPORATED AREA		
	1970	1975	1980	1970	1975	1980
Vacant For Sale	1.2	1.9	1.9	1.2	1.5	1.3
Vacant For Rent	4.7	4.9	4.7	3.9	6.3	3.9

<sup>1</sup> Expressed in percentage vacant.

SOURCES: 1970 Census  
1975 Special Census  
1980 Census

more critical defects or has a combination of intermediate defects in sufficient numbers to require extensive repair or rebuilding or is of inadequate original construction."

Units considered suitable for rehabilitation were those considered to be economically and physically appropriate for rehabilitation using the following criteria:

1. The costs of required equipment and construction;
2. The market acceptance and value of the units after rehabilitation;
3. The need for, availability of and costs of essential community services and facilities which are necessary to continuing use and maintenance after rehabilitation;
4. The technical feasibility of rehabilitation with current availability of accessible construction and financing resources.

Table 5 provides a summary of the housing conditions within the unincorporated area based on the samples taken in the May 1976 housing survey. Approximately 10.3% of the total housing units were considered substandard. Substandard not suitable for rehabilitation units made up 3.7% of the stock while substandard suitable for rehabilitation made up 6.6% of the total housing units. There is a slightly larger percentage (10.5%) of owner units which are substandard than rental units (10.1%). However, substandard owner units suitable for rehabilitation comprise 6.7% of the total owner units as compared to substandard rental units suitable for rehabilitation which comprised 6.4% of the total rental units.

A housing unit begins the process of deterioration from the day the structure is built. To keep a housing unit in standard condition, normal maintenance and necessary repairs must be made. The need to paint, re-roof, replace a water heater, or make other household repairs become "due" at various intervals over the life span of the structure.

However, in many cases, low and fixed income households neither have the cash nor can they afford to set aside money to cover necessary maintenance and repair costs. Households can borrow money for household repairs and home improvements, but many households most in need cannot qualify for such loans.

TABLE 5  
SURVEY OF HOUSING CONDITION May, 1976

	<u>UNITS</u>
Occupied units	5,006
Substandard not suitable for rehabilitation	186
Substandard suitable for rehabilitation	332
Standard	4,488
Vacant available units	156
Substandard not suitable for rehabilitation	6
Substandard suitable for rehabilitation	10
Standard	140
Total available units	5,162
Vacancy rate	3.02

Source: Housing Assistance Plan Community Development Block Grant  
Application 1976 - 1977, Solano County California

Rehabilitating a home can, on the other hand, have a negative impact on the affordability of housing for low and fixed income households. The costs of repairs and improvements on rental structures are often passed on to the renter in terms of higher rents.

The analysis indicates that 500 of the unincorporated housing units are substandard and that 350 of these are suitable for rehabilitation. While substandard housing in the unincorporated County is concentrated to an extent within particular communities, much of the substandard housing is scattered throughout the unincorporated area making it difficult to identify areas of greatest need.

### **Affordability**

The ability of households to purchase or rent housing at a cost which they can afford is also an important indicator of housing need. The affordability of housing can be determined by comparing a household's housing cost to its income.

County residents have witnessed a tremendous increase in the cost of housing over the past few years. This increase has impacted not only low income families but middle income families as well. In 1970, the median value of owner-occupied housing in Solano County was \$18,775. By 1975 the median value had increased by 75% to \$32,875. Between 1975 and 1980 the increase in housing values accelerated. The median value in 1980 was \$67,500. This represented a 105% increase over 1975 values.

Table 6 gives a comparison of median housing values throughout the San Francisco Bay Area Region. In 1970, Solano County had the lowest median value housing in the region. Despite the dramatic increase in the value of housing experienced regionwide, Solano County still retained the lowest median housing value in 1980. While the County's median housing value is relatively low, the median home value in the unincorporated area is \$103,100, higher than the overall median value for the region.

Median contract rent has also increased in the County between 1970 and 1980 from \$113 per month to \$218 per month. This represents an increase of 93%. Rents in general have increased at a slower pace compared to the value of owner occupied units. When compared to the rest of the San Francisco Bay Region, Solano County has the lowest median contract rent despite the large increase since 1970. Within the unincorporated area, the median contract rent in 1980

TABLE 6

1970 AND 1975 MEDIAN HOUSING VALUES  
FOR THE SAN FRANCISCO BAY AREA REGION

COUNTY	1970	1975	PERCENTAGE CHANGE 1970-1975	1980	PERCENTAGE CHANGE 1975-1980
Alameda	\$23,709	\$40,920	72.6	\$ 85,300	108.5
Contra Costa	25,796	45,854	77.8	94,600	106.3
Marin	33,844	57,925	71.2	151,000	160.7
Napa	21,382	37,782	76.7	78,200	107.0
San Francisco	28,163	49,107	74.4	104,600	113.0
San Mateo	30,469	50,470	65.6	124,400	146.5
Santa Clara	27,325	43,020	57.4	109,400	154.3
Solano	18,775	32,875	75.1	67,500	105.3
Sonoma	21,131	38,427	81.8	88,400	130.0
Regional	27,572	44,864	62.7	98,100	118.7

SOURCE: ABAG  
1980 Census

TABLE 7  
Monthly Mortgage and Rental Payments  
Cities and Unincorporated Area

Mortgage				
	City		County	
	Number	Percent	Number	Percent
Less than 100	128	.4	14	.8
100-199	4,319	12.9	95	5.4
200-299	5,924	17.7	252	12.2
300-399	5,439	16.2	245	13.8
400-499	5,640	16.8	227	12.8
500-599	4,839	14.4	241	13.6
600-745	4,495	13.4	244	13.7
750+	2,706	8.1	457	25.7
Total	33,490	100.0		100.0

Rental				
	City		County	
	Number	Percent	Number	Percent
Less than 100	819	3.1	116	10.9
100-199	6,156	23.4	362	33.8
200-299	11,719	44.6	352	33.0
300-399	4,589	17.4	128	12.0
400-499	2,389	9.1	67	6.3
500+	637	2.4	43	4.0
Total	26,304	100.0	1,068	100.0

was \$160, substantially lower than the overall County median.

The relatively low cost of both owner and renter occupied housing as compared to the region has contributed to making the Solano County housing market increasingly attractive. At the same time, however, the rapidly increasing cost of housing has made it more difficult for low and middle income households to enter the housing market.

Table 7 provides a comparison of monthly mortgage and rental payments for households in the cities and unincorporated area. Based on the monthly rental payments, the unincorporated area has a high percentage of low cost housing as compared to the cities. However, based on monthly mortgage payments, the unincorporated County area has a higher percentage high cost housing.

Statistics which display the relative increases in housing cost provide only one dimension to the problem of affordability. Household income provides an important indicator in determining the ability of households to translate their housing needs into effective market demands.

Table 8 provides a comparison of median income between 1970 and 1980. Between 1970 and 1975 the median household income rose 31.4%. Between 1975 and 1980 median household income increased by 44.4%. The increase in median household income has not kept pace with the increase in median home value and median rent.

TABLE 8

MEDIAN HOUSEHOLD INCOME SOLANO COUNTY

<u>Year</u>	<u>Amount</u>
1970	\$10,159
1975	13,350
1980	19,264

Source: 1970 census, 1980 census, Department of Housing and Urban Development

Table 9 shows the income levels for the County, cities and unincorporated area for 1979. Household incomes can be broken into four categories: above moderate, moderate, low

TABLE 9  
1979 Income Levels

	COUNTY		CITIES		UNINCORPORATED	
	Number	Percent	Number	Percent	Number	Percent
Less than \$ 2,500	2,914	3.6	2,727	3.6	187	3.3
\$2,500 to 4,999	4,993	6.2	4,720	6.3	273	4.8
5,000 to 7,499	5,374	6.7	4,906	6.6	468	8.2
7,500 to 9,999	5,714	7.1	5,277	7.1	437	7.7
10,000 to 12,499	6,556	8.1	6,084	8.1	472	8.3
12,500 to 14,999	5,319	6.6	5,058	6.8	261	4.6
15,000 to 17,499	5,719	7.1	5,349	7.1	370	6.5
17,500 to 19,999	5,262	6.5	4,943	6.6	319	5.6
20,000 to 22,499	6,083	7.5	5,762	7.7	321	5.6
22,500 to 24,999	5,219	6.5	4,891	6.5	328	5.8
25,000 to 27,499	5,374	6.7	4,967	6.6	407	7.2
27,500 to 29,999	4,207	5.2	3,950	5.3	257	4.5
30,000 to 34,999	6,493	8.0	6,077	8.1	416	7.3
35,000 to 39,999	4,567	5.7	4,228	5.6	339	6.0
40,000 to 49,999	4,084	5.1	3,751	5.0	333	5.8
50,000 to 74,999	2,060	2.6	1,757	2.4	303	5.3
75,000 or More	664	.8	462	.6	202	3.5
TOTAL	80,602	100.0	74,909	100.0	5,693	100.0
Median	\$19,264				\$20,462	

Source: 1980 Census

and very low. The following provides a definition for each category.

Above moderate income: Household income, which exceeds 120% of median household income for the Bay Region. In dollar figures, this includes households who earn more than \$24,728 annually.

Moderate income: Household income between 80 and 120% of median household income for the Bay Region. In dollar figures, this would be an income between \$16,487 and \$24,728 annually.

Low income: Household income between 50 and 80% of median household income for the Bay Region. In dollar figures, this would be an income between \$10,305 and \$16,486 annually.

Very low income: Household income not exceeding 50% of the median household income for the Bay Region. In dollar figures, this would be an income up to \$10,304 annually.

Table 10 shows the distribution of household income for the County, cities and unincorporated areas by income category. With exception of the City of Vallejo, the unincorporated area has a higher proportion of very low and with the exception of Benicia, slightly higher proportion of above moderate income households as compared to the cities. The cities have higher proportion of Moderate income households than the unincorporated area.

The above discussion has shown that the cost of purchasing a home in Solano County has increased 2-1/2 times as fast as the County's median income. For those households entering the housing market for the first time, this may indicate that there are a smaller percentage of households who can afford a new home or that a greater number of households are "overpaying" by devoting a disproportionate share of their income to housing. The ability of current homeowners to purchase a new home at today's prices is eased to some degree by the amount of equity built up in their present housing. Profits, gained at the time of sale, enable many homeowners to make larger down payments on their next home allowing them to keep their mortgage payments at more reasonable levels. Nevertheless, for current homeowners, as well as first time home buyers, the difficulty of buying a new home is greater today than ever before.

TABLE 10  
HOUSEHOLD INCOME  
SOLANO COUNTY AND CITIES

Jurisdiction	Existing Distribution			
	%Very Low	% Low	% Moderate	% Above Moderate
Benicia	18	15	21	46
Dixon	23	18	22	37
Fairfield	25	21	22	32
Rio Vista	27	15	24	34
Suisun City	20	13	30	37
Vacaville	21	16	25	38
Vallejo	28	19	23	30
Uninc.	25	16	19	40
County	25	18	23	34

Source: 1980 Census

To get a better understanding of those households who are "overpaying", Table 11 presents housing costs as a percentage of income for various income groups. Those households whose housing costs are greater than 25% of their gross income are considered to be "overpaying."

Overpayment may be a discretionary choice for middle and upper income households. However, overpayment can create a significant hardship for lower income households.

Table 11 shows 287 (50%) of the low income households purchasing their own homes are paying more than 25% of their gross income in housing payments. With respect to households residing in rental units, 371 (66%) of the low income households are paying more than 25% of their gross income in rental payments.

Increases in the cost of housing are the result of a number of factors. Labor, materials, financing, and land costs have all combined to dramatically increase the cost of new housing. These are further discussed under Governmental and Market constraints.

Housing affordability is a nationally recognized problem, and programs at both the State and National level have been designed to assist households in acquiring satisfactory housing.

The County Housing Authority, under contract with the City of Vallejo Housing Authority, has established a Section 8 housing rental assistance program funded by the Federal Government. The County currently has 75 Section 8 certificates for rental assistance. The County has also amended its zoning regulations to accommodate manufactured dwelling units in any zoning district where single family units are allowed.

While the County has taken steps to address the problem of affordable rental housing for existing households primarily through the Section 8 program, this need far exceeds available funding. In addition, market and servicing constraints make it difficult to provide new affordable owner and renter occupied housing for lower income households. The County is not equipped in most areas to provide the necessary supporting facilities and services for new assisted and subsidized housing. However, regardless of these constraints, the County recognizes its responsibilities to address the needs of lower income households in obtaining suitable affordable housing.

TABLE 11

UNINCORPORATED SOLANO COUNTY  
HOUSING COSTS

Housing Units by Household Income in 1979 by Selected Monthly Ownership Costs as a Percentage of Income

Ownership Costs as a Percent of Income	INCOME RANGE					Total	Percent Total
	Less than \$5,000	\$5,000 to \$9,999	\$10,000 to \$14,999	\$15,000 to \$19,999	\$20,000 or more		
Less than 20%	19	78	141	71	1,008	1,317	55.2
20 to 24 percent	7	15	39	11	208	280	11.8
25 to 34 percent	13	47	7	20	266	353	14.8
35 percent or more	78	74	80	38	165	435	18.2
Not computed	15	0	0	0	0	15	

Housing Units by Household Income in 1979 by Gross Rent as a Percentage of Income

Rental costs as a Percent of Income	GROSS RENT RANGE					Total	Percent Total
	Less than \$5,000	\$5,000 to \$9,999	\$10,000 to \$14,999	\$15,000 to \$19,999	\$20,000 or more		
Less than 20%	0	69	114	150	225	558	53.0
20 to 24 percent	0	18	7	21	47	93	8.8
25 to 34 percent	23	57	19	0	18	117	11.1
35 percent or more	126	110	47	2	0	285	27.1
Not computed	22	124	42	38	68	294	

Owner occupied non condominium Housing Units by Mortgage Status and year householder moved into unit and mean selected monthly owner costs.

	Total	Mean Selected Costs
1975 to March, 1980	1,049	\$ 721
1970 to 1974	352	515
1960 to 1969	326	303
1959 or earlier	48	223
Not Mortgaged	625	144

Source: 1980 Census

## **Overcrowding**

Another important indicator of housing needs is the extent to which a housing unit provides sufficient living space to meet the needs of the household. When there is insufficient room within a housing unit, overcrowding may exist. Overcrowded housing units are considered to be those units with 1.01 or more persons per room.

Table 12 shows the number of persons per room in owner and renter occupied housing. Based on the 1980 census, 370 or 6.6% of the occupied housing units in the unincorporated area are overcrowded. Based on previous studies a large proportion of the overcrowded housing units consist of large family households.

## **Special Housing Needs**

Within unincorporated Solano County, particular groups can be identified which may have special housing problems and needs. These groups include minorities, elderly households, large family households, female heads of households, handicapped farm labor and the homeless.

### Ethnic Groups

Table 13 gives the ethnic background of the population for the total County, cities and unincorporated area. The ethnic background of households may indicate cultural and economic differences and influences which affect a particular groups housing needs. The unincorporated area has approximately the same proportion of minorities as the incorporated cities. While there is a smaller proportion of Black and Asian households in the unincorporated area, there is a higher proportion of households of Spanish origin.

Table 14 provides a summary of housing need indicators for various ethnic groups. Minority groups have the highest proportion of low income and rental households with whites having a higher percentage of home ownership.

### Elderly

The unincorporated County area has a higher proportion of elderly population (3.9%) (1448) than the County as a whole (7.6%) (17,932). There are 913 elderly households which comprise 16.3% of the households within the unincorporated

TABLE 12

OCCUPIED HOUSING BY TENURE BY PERSON PER ROOM  
UNINCORPORATED AREA

	OWNER OCCUPIED		RENTER OCCUPIED		TOTAL OCCUPIED	
	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>
1.00 or less	3,700	96.4	1,528	86.9	5,228	93.4
1.00 to 1.50	96	2.5	127	7.2	223	4.0
1.51 or more	43	1.1	104	5.9	147	2.6

Source: 1980 Census

TABLE 13

SOLANO COUNTY  
DISTRIBUTION OF ETHNIC GROUPS BY  
CITY AND UNINCORPORATED AREAS

	COUNTY		CITY		UNINCORPORATED	
	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>
White	174,181	74.1	160,818	73.5	13,363	81.5
Black	27,785	11.8	27,029	12.3	756	4.6
Am. Indian Eskimo & Aleut	1,981	.8	1,864	.9	117	.7
Asian & Pacific Islander	17,377	7.4	16,836	7.7	541	3.3
Other Races	13,879	5.9	12,253	5.6	1,626	9.9
TOTAL	235,203	100.0	218,800	100.0	16,403	100.0
Spanish Origin	24,773	10.5	22,105	10.1	2,668	16.3

Source: 1980 Census

TABLE 14  
ETHNIC GROUP HOUSING NEEDS INDICATORS  
UNINCORPORATED COUNTY

<u>Ethnic Group</u>	<u>Population</u>		<u>Households with Low Income</u>		<u>Households Who Own</u>		<u>Households Who Rent</u>	
	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>
White	13,260	81.5%	4,468	33.6%	9,680	73.0%	3,580	27.0%
Black	754	4.6%	563	74.7%	437	58.0%	317	42.0%
American Indian	115	.7%	49	42.9%	0	0.0%	115	100.0%
Asian & Pacific Islander	535	3.3%	230	43.0%	304	56.8%	231	43.2%
Other Races	1,624	9.9%	-	-	351	21.6%	1,273	78.4%
TOTAL	16,288	100.0%	5,310	100.0%	10,772	100.0%	5,516	100.0%
Spanish Origin	2,656	16.3%	1,697	63.9%	1,015	38.2%	1,641	61.8%

Source: 1980 Census

area. There is a high proportion of home ownership among elderly households. Approximately 80.3% of the elderly households within the unincorporated area own their own homes as compared to 74.4% in the County as a whole. A large percentage of these households are retired and are on fixed incomes. Consequently, their ability to adjust to increasing housing cost such as increasing rents or making needed home repairs is limited. There are 38 family and 32 non-family elderly households in the unincorporated area which are below the poverty level.

#### Large Family Households

There are 804 Large family households representing 14.4 percent of the total households within the unincorporated area. The 1975 census found that 18% of these households were low income, and approximately 25% of these households rented. Approximately 26% of the large family households were found to be overcrowded. A need exists for affordable rental housing to accommodate large family housing needs.

#### Female Head of Households

There are 396 female head of households comprising 7% of the total households in the unincorporated area as compared to 9.5% for the County as a whole. The 1975 Special Census found 58.7% of these households to be low income. The 1980 census showed 129 (32.6%) of the female head of households are below the poverty level. There are 293 (74%) female head of households with children.

#### Handicapped

Table 15 provides a summary of the handicapped population for the total County based on 1978 projections of the Department of Rehabilitation. Information is lacking as to the numbers of handicapped who may live in the unincorporated area.

Table 16 provides a summary of work disability and public transportation disability status for the unincorporated area. While this table gives some indication of the handicapped population within the unincorporated area, little information is available which can be used to identify housing needs for this segment of the population.

The County does allow home care facilities in residential districts. These are facilities authorized, certified and licensed by any State or County, health or welfare agency to

TABLE 15

DISABLED NONINSTITUTIONAL POPULATION  
16-64 YEARS OLD - PROJECTED 1978  
SOLANO COUNTY

	<u>POPULATION</u>	<u>NEEDING VOCATIONAL REHABILITATION SERVICES</u>
Sensory Disorders	2,290	770
Physical Disorders	11,800	1,210
Mental Disorders	9,520	2,010
TOTAL	23,610	3,990
PROPORTION OF POPULATION	11.9%	2.0%

Source: Department of Rehabilitation from EDD Annual Report  
May, 1977.

TABLE 16

NON-INSTITUTIONAL WORK AND TRANSPORTATION  
DISABILITIES UNINCORPORATED SOLANO COUNTY

	Persons 16-64	Persons 65 & Over
With a work disability		
In labor force	347	N/A
Not in labor force		
- prevented from working	398	N/A
- not prevented from working	137	N/A
No work disability	9,881	N/A
With a public transportation disability	121	202
With no public transportation disability	10,642	1,224

Source: 1980 Census

provide non-medical residential care for developmentally disabled, physically handicapped, mentally disordered, dependent or incompetent persons serving six or fewer people.

#### Farm Labor

Housing for farm laborers can be broken into two groups: migrant farm labor housing and permanent farm labor housing. Migrant farm labor housing is provided primarily through farm labor camps which are registered with the County Division of Environmental Health Services. There are 26 private camps and one publicly supported camp in the County. In 1979 there were 46 private camps. Table 17 gives a breakdown of the types facilities and capacity of the labor camps. In addition, the Department of Environmental Management issues permits on an individual basis for mobilehomes for caretaker quarters.

The farm labor camps listed in Table 17 are monitored by the County Division of Environmental Health Services to ensure that minimum health and safety standards are met. Each year pre-occupancy inspections are made to certify that the camp meets all health and safety requirements.

TABLE 17

## SOLANO COUNTY FARM LABOR CAMPS

Labor Camps	Number	Family Units	Dormitories	Total Capacity
Private	26	27	49	444
Public Supported	1	82	0	500
	<hr/>	<hr/>	<hr/>	<hr/>
Total	27	109	49	944

Source: Solano County Division of Environmental Health Services

The Dixon Migrant Farm Labor Camp, administered by the Dixon Housing Authority, is the only publicly supported camp in Solano County. In 1984 the camp was relocated to Radio Station Road on 27 acres leased from the U.S. Navy. The camp has a total of 32 residential units with a projected maximum population of 500. The camp is funded through the Migrant Services Section of the State Health and Welfare Agency and through rental charges.

In addition to Housing, there are many services available to migrant workers and their families within the Dixon Farm labor camp. These include day care facilities, health and dental clinics, and a migrant education program through the Dixon School District.

Farm labor camps operated by the Yolo County Housing Authority in Winters and Woodland also provide housing to farmworkers employed in Solano County.

Permanent farm labor housing poses a problem of a different nature than the temporary housing which has been described. The condition of permanent farm labor housing is difficult to determine due to difficulties in identifying those units occupied by farm laborers. However, based on knowledge of housing conditions in the County by officials of the Building Department, there is felt to be a generally higher proportion of farm laborers residing in substandard housing as compared to the County average.

## Discrimination

A housing problem faced by many special groups is discriminatory practices which exclude them from certain segments of the housing market. Discriminatory practices can be based upon race, sex, marital status or national origin as well as age, such as the elderly and families with children.

There are a number of service organizations which provide counseling and referral services for discrimination complaints. They include Pacific Community Services in Vacaville, Fairfield-Suisun Community Action Committee, Rio Vista Community Action Committee, Vallejo Housing Authority, Vallejo Human Relations Commission, Vallejo Neighborhood Housing Services and Solano County Legal Assistance. The Department of Environmental Management also provides referral services. Based upon County monitoring of housing service organizations serving unincorporated Solano County, 20 complaints were received for review and action in 1982 and 1983.

## Homeless

The homeless represent those who for various reasons are in need of temporary or emergency shelter. It is difficult to estimate the overall needs of the homeless. Many are in need of counseling, other social services and assistance in addition to temporary shelter.

The County Welfare, Probation, and Mental Health Departments administer various programs which provide temporary emergency housing for various groups. The Welfare Department provides funding for those households and families unable to obtain shelter on a temporary basis. The Probation Department also provides temporary housing for juveniles through their Juvenile Hall and Crossroads facilities. The Mental Health Department currently has no facilities to provide temporary housing for nonpsychotic patients. Nonpsychotic patients are presently sent to private institutions, if insured, or to the Napa State facility. The Mental Health Department is currently developing a 6-8 person respite facility for the nonpsychotic with life crisis or emotional problems. Future plans call for the development of a health facility for treatment locally for those with psychotic problems. The department operates under contract a six bed Detox center for alcohol intoxication.

Temporary emergency housing is also provided by a number of non-profit agencies. Solano County Economic Opportunity

Council (SCEOC) operates a hotel voucher program through their six Community Action Centers. This program provides temporary housing for 3-5 days, funded under the Federal Emergency Management Agency. Other non-profit agencies such as the Salvation Army and Christian Life Center provide temporary shelter under a similar program. SCEOC is in the process of establishing a shelter as an alternative to the hotel voucher program. SCEOC also provides temporary emergency housing, under its Domestic Violence Program, for battered women and their children.

### Conclusion

There are difficulties in trying to determine the specific unmet housing needs within each of the special groups which have been described. Many of the housing problems facing these groups are not easily identifiable and are thus not easily perceived by the public. The available measurements of need only give a general indication of the housing problems which may exist. More specific information is needed to fully determine the extent to which assistance may be required.

### **HOUSING DEMAND**

Solano County, over the past 40 years, has seen substantial growth in its population. Table 18 shows the population distribution between the cities and the unincorporated area for the years 1940 to 1980. Between 1940 and 1950, the County's population increased by 113%. Benicia and Fairfield saw considerable increases in their population during this time period. In addition, the unincorporated area's population increased by 200% from 20,221 to 60,733, with growth occurring primarily around the Vallejo area.

During the period between 1950 and 1960, the County's population increased by 28%. Fairfield, Suisun City, Vacaville, and Vallejo all saw their populations increase by at least 100%. This increase was due in part to annexation of populated portions of the unincorporated area of the County. As a result, the population in the unincorporated area decreased by about half to 33,728. Benicia also lost population during this time period.

Since 1960, the County's population increase has been contained within the incorporated cities. Between 1960 and 1970, the County's population continued to increase by 28%. Fairfield and Vacaville saw the greatest growth, particularly as a result of increased activity at Travis Air Force

TABLE 18

POPULATION - COUNTY, CITIES AND UNINCORPORATED  
AREA FOR 1940 to 1980

	1940	1950	PERCENTAGE CHANGE 1940-1950	1960	PERCENTAGE CHANGE 1950-1960	1970	PERCENTAGE CHANGE 1960-1970	1980	NUMERICAL CHANGE 1970-1980	PERCENTAGE CHANGE 1970-1980
Banicia	2,419	7,234	201.1	6,070	-16.7	7,349	21.1	15,376	8,027	109.2
Dixon	1,108	1,714	54.7	2,970	73.3	4,432	49.2	7,541	3,109	70.1
Fairfield	1,312	3,118	137.7	14,968	380.1	44,146	194.9	58,099	13,953	31.6
Rio Vista	1,666	1,831	9.9	2,616	42.9	3,135	20.3	3,142	7	0.2
Suisun City	706	946	34.0	2,470	161.1	2,917	18.1	11,087	8,170	280.1
Vacaville	1,614	3,169	96.3	10,898	243.9	21,690	99.0	43,367	21,677	99.9
Vallejo	20,072	26,038	29.7	60,877	133.8	71,710	17.8	80,303	8,593	12.0
TOTAL CITY	28,897	44,100	52.6	100,869	128.7	155,379	54.0	218,915	63,536	40.9
UNINCORPORATED	20,221	60,733	200.3	33,728	-44.5	16,436	-51.3	16,288	-148	0.9
COUNTY	49,118	104,833	113.4	134,597	28.4	171,815	27.7	235,203	63,388	36.9

Source: U.S. Census for 1940, 1950, 1960, 1970 1980

Base stemming from the Vietnam War. The unincorporated area again lost half of its population from 33,728 to 16,436 from continued annexations of the populated unincorporated areas.

In the period 1970 to 1980 the County continued to grow at an increasing rate of 36%. The greatest activity occurred in the cities of Suisun City, Benicia and Vacaville. The unincorporated population remained relatively steady as a result of annexations of populated areas to the cities, principally Vallejo, which offset unincorporated population growth. This also reflects county policy of encouraging new urban growth only within the incorporated areas through city annexation.

Between 1970 and 1975, Solano County was the forth fastest growing County in the nine County bay region as shown in Table 19. Since 1975, Solano County has become the fastest growing County in the bay region with most of the grow occurring within the incorporated cities.

There are several reasons for the recent growth in the County. First, those households moving into the Bay Region may be attracted to Solano County because of the relatively cheap housing the County has to offer as compared to the rest of the Bay Area. This may also be the reason for some of the migration from within San Francisco Bay Area to Solano County. A second reason may be the attractiveness of the rural and small town atmosphere the County has to offer, as compared to some of the more congested or sprawling areas in other parts of the Bay Region. These migration trends can be expected to continue, especially as growth pressures continue within the region and land available for residential development becomes more scarce in other areas.

With respect to future population growth, ABAG's "Projection 83" projects Solano County to be the fastest growing County between 1980 and the year 2000 as shown in Table 20. ABAG's projections are based on a number of assumptions including demographic assumption relating to migration, household size and mortality rates, economic assumptions, transportation assumptions, and local development policy assumptions outlined in the Projections 83 report.

If present trends and policies continue, we can expect new development to occur primarily within the incorporated areas. The unincorporated area will also see some growth in rural residential population, but this may be offset by further annexation of populated communities adjacent to the incorporated cities. Table 21 gives a breakdown and distribution of projected population growth within Solano County. Projected growth for each city is based on the area within the city's sphere of influence.

Table 19  
1970 - 1980 BAY AREA POPULATION GROWTH

	<u>1970</u>	<u>1975</u>	<u>NUMERICAL CHANGE</u> 1970-1975	<u>PERCENTAGE CHANGE</u> 1970-1975	<u>1980</u>	<u>NUMERICAL CHANGE</u> 1975-1980	<u>PERCENTAGE CHANGE</u> 1975-1980
Alameda	1,073,184	1,089,931	16,747	1.6	1,105,379	15,448	1.4
Contra Costa	558,389	582,842	24,463	4.4	656,380	73,538	12.6
Marin	206,038	216,060	10,022	4.9	222,568	6,508	3.0
Napa	79,140	89,977	10,837	13.7	99,199	9,222	10.2
San Francisco	715,674	672,648	-43,026	-6.0	678,974	6,326	0.9
San Mateo	556,234	576,358	20,124	3.6	587,329	10,971	1.9
Santa Clara	1,064,714	1,169,719	105,005	9.9	1,295,071	125,352	10.7
Solano	169,941	186,260	16,319	9.6	235,203	48,943	26.3
Sonoma	204,885	245,357	40,472	19.8	299,681	54,324	22.1
Regional Total	4,628,199	4,829,152	243,989	5.3	5,179,784	350,632	7.2

Source: 1970 Census, 1980 Census, and  
ABAG Series 3 projections 1975 base data, July 1, 1975

TABLE 20  
POPULATION GROWTH IN THE NINE-COUNTY BAY REGION

	<u>1980</u>	<u>2000</u>	<u>% Change 1980-2000</u>
Alameda	1,105,379	1,287,000	16%
Contra Costa	656,385	844,300	29%
Marin	222,568	245,400	20%
Napa	99,200	123,000	24%
San Francisco	678,974	693,000	2%
San Mateo	587,329	624,800	6%
Santa Clara	1,295,072	1,504,000	16%
Solano	235,204	381,000	62%
Sonoma	299,682	440,000	47%
Region	5,179,793	6,142,500	19%

Source: 1980 Census; 2000 data are ABAG estimates.

TABLE 21

## ABAG REGIONAL POPULATION PROJECTIONS '83

Subregional Area <sup>1</sup>	TOTAL POPULATION				
	1980	1985	1990	1995	2000
Benicia	15,696	19,700	25,300	25,800	25,300
Dixon	7,775	8,800	10,200	10,800	12,700
Fairfield	59,483	69,300	79,000	93,500	104,200
Rio Vista	3,448	4,150	5,500	6,700	8,700
Suisun City	12,463	15,500	19,200	23,900	27,500
Vacaville	44,079	56,700	63,900	71,400	84,500
Vallejo	82,790	97,900	105,000	106,700	104,500
Remainder	9,469	10,300	12,000	13,000	13,000
Solano	235,203	282,350	320,100	351,800	380,400

<sup>1</sup> City Sphere of Influence

Source: ABAG Projections '83

## **Future Housing Needs**

The population projections provide an indication of the future housing demand. This demand for housing must be translated into a projected need for housing units.

ABAG has prepared local housing needs determinations for the San Francisco Bay Region as required under Section 65584 of the Government Code. ABAG's determination of existing and projected regional needs for housing, and the local shares of such needs took into account six factors.

- Market demand for housing.
- Employment opportunities.
- Availability of suitable sites & public facilities.
- Commuting patterns.
- Type and tenure of housing.
- Housing needs for farm workers.

Table 22 sets forth the projected housing needs for Solano County and the unincorporated area. The projected need for the unincorporated area excludes areas within city spheres of influence, such as the Vallejo unincorporated area. The projected need includes additional units required to maintain a vacancy rate goal of 4.5%. The projected housing need figures represents a target and is not a maximum number.

ABAG has projected a need for 1,014 additional housing units for unincorporated Solano County between 1980 and 1990. During the first five year period between 1980 and 1985, the County issued a total of 423 building permits for single family units, manufactured dwelling units and companion living units. During this same period 3 permits were issued for demolition of residential units. The County will, therefore, need to provide 594 additional residential units over the next five years to meet our projected need.

ABAG in making its determinations of regional housing needs, is required to consider the need for housing at all income levels. Section 65584 defines each locality's share of the regional housing need as:

"...that share of the housing need of persons at all income levels within the area significantly affected by the jurisdiction's general plan."

TABLE 22

PROJECTED HOUSING NEED  
SOLANO COUNTY, CITIES, AND UNINCORPORATED AREA

<u>Jurisdiction</u>	<u>Projected Need<sup>1</sup> 1980-1990</u>
Benicia	3,927
Dixon	846
Fairfield	7,124
Rio Vista	919
Suisun	2,519
Vacaville	6,301
Vallejo	9,282
Unincorporated Area	1,014
County	31,932

<sup>1</sup>"Need": Net addition to available stock.

Source: ABAG Housing Need Determination for the  
San Francisco Region 1980-1990

Table 23 considers the housing need for various income classifications for the Region, County, and unincorporated area. These classifications are defined for the region as follows based on the 1980 census. The regional median income was \$20,607.

Very low income	50% of median income	\$10,304 or less
Low income	51-80% of median income	\$10,305 to \$16,486
Moderate income	81-120% of median income	\$16,487 to \$24,728
Above moderate income	121% or greater	Greater than \$24,728

TABLE 23  
HOUSEHOLD INCOME DISTRIBUTION

	Very Low	Low	Moderate	Above Moderate
Region	23%	16%	21%	40%
Solano County	24%	17%	22%	37%
Unincorporated	24%	17%	21%	38%

Source: ABAG Housing Needs Determination of the San Francisco Bay Region, 1980-1990.

The resulting distribution does not imply that each jurisdiction must produce the identified amount of very low, low, moderate and above moderate income housing. The numbers do imply a net increase in the number of available units in each of these income categories. This might be done through an array of approaches including "filtering", rehabilitation of substandard units, conversion of seasonal units to year round occupancy or construction of new low-moderate income housing units.

In the past, the County has primarily provided for housing which has been agriculturally related or rural in character. The type of housing provided has been principally the single family home which is usually self-supporting in relation to water and sewer service. Higher density single family and multiple developments have been provided primarily within the cities. In keeping with this, some multiple family zoning is located in the Vallejo unincorporated area where supporting services are available. Permanent mobilehomes are restricted to mobilehome parks where supporting services are available. However, recent changes in the County zoning

code allow certified mobilehomes to be placed on foundations in any zoning district where a one-family unit is allowed. Temporary mobilehomes are permitted in the unincorporated area primarily as temporary farm labor or caretaker housing.

Because the County in the past has taken on a specialized housing role, it becomes evident that if the County as a whole is to ensure an adequate supply of housing to meet its varied housing needs, the specific roles of the County and cities in meeting these needs must be clearly defined.

## **RESOURCES AND CONSTRAINTS**

There are a number of housing resources and constraints which must be considered in defining the County's housing role and programs, governmental services and actions and conditions which affect the ability of a community to provide adequate housing to meet its housing needs. The following sections summarize these major governmental and market constraints to providing housing in the unincorporated area. This is followed by a discussion of the resources and housing efforts undertaken by the County under the 1979 Housing Element.

### **Governmental Constraints**

Among the factors which constrain the production of housing include land availability, public facilities and services, environmental constraints, Proposition A, permit processing and development fees.

#### Land Availability

Land available for residential development is determined by General Plan policies and residential zoning. Solano County's Land Use and Circulation Element designates particular areas for residential development. The residential classifications are broken into four groups - Agriculturally Related Housing, Rural Residential, Suburban Residential, Urban Residential.

The element recognizes the need for agriculturally related housing, including farm residences and necessary residences for farm labor for the continued operation of an agricultural enterprise, in areas designated for Agricultural and Open Space use. Approximately 20% of the residential development over the past five years has been agriculturally

related. However, it is the intent of the plan to direct future residential growth and development in a manner which best preserves the County's essential agricultural lands.

The Rural Residential designation is applied generally to lands beyond the planned urban growth areas of cities. This designation has been restricted to non-essential agricultural lands to provide for single-family units in areas where amenities for rural living and privacy exist. Rural residential densities vary between 2-1/2 acre to 10 acre parcel sizes. Rural residential is intended to be primarily self supporting with on site sewer and water systems.

The Suburban Residential designation is applied to existing subdivisions located outside city urban growth areas where previous single-family residential development has occurred at higher densities than is currently allowed under County policy and regulations. It is not intended that the suburban designation be applied to areas where new or expanded residential development is to occur but rather to preserve the character and quality of the existing suburban communities. The suburban designation is defined as 1 to 4 units/gross acre.

Urban residential designations have been applied and confined to areas within city urban growth lines. These areas are intended to be annexed and developed ultimately by city jurisdictions which have the necessary services and facilities to support development at urban densities. Urban residential designations include: Low 2 - 7 units/per acre; Medium 8 - 15 units/per acre; and High 16 - 25 units/per acre. Urban development includes single-family, multiple family and mobilehome parks.

Approximately 13,977 acres have been designated for rural and suburban residential development on the County general plan as shown in Table 24. Over 70% of this land is located in the Vacaville area.

Thirteen thousand four hundred and twenty six acres have been designated for rural residential development. Within this land use designation 7,423 acres are vacant and have a capacity of holding 1,786 units. The General Plan amendment designating the Rancho Solano development northwest of Fairfield as rural residential would add 850 units for a total of 2,636 potential units. Within the rural residential designated areas, new land division and development have been occurring for the most part at the maximum density allowed under the general plan. There are, however, a number of pre-existing developed parcels which could be further

TABLE 24

RESIDENTIAL POPULATION HOLDING CAPACITY  
SOLANO COUNTY UNINCORPORATED AREAS

<u>Destination</u>	<u>Gross Acres</u>	<u>Average # of Households/ Gross Acre</u>	<u>Allowable Number of Households/ Gross Acre</u>	<u>Persons per Household</u>	<u>Population Holding Capacity</u>
Rural 2½	2,778	.4	1,111	2.9	3,222
5	10,467	.2	2,093	2.9	6,071
10	181	.1	18	2.9	52
Suburban	551	1-4	803	2.9	2,416
Total	13,977		4,025		11,761

Source: 1980 Solano County Land Use and Circulation Element

divided and developed. This would have to occur in order to reach the holding capacity set forth in Table 24.

Under the Suburban Residential land use designation, 2,416 acres have been designated for residential use. This designation reflects existing subdivisions located outside city urban growth areas which were developed at urban densities. It has been applied to the Green Valley floor area, the Wil-lotta Oaks subdivision and the Elmira community. In the Elmira Community some infill development is expected to occur as a result of the recent provision of sewer service designed to alleviate septic tank problems. Infill development which has occurred has been at the maximum density allowed under the General Plan designation.

While urban residential designations are intended for development through city jurisdictions, four existing unincorporated communities are located within city urban growth lines. They include Lemon Street area and Homeacres area in Vallejo and Rockville and Cordelia in Fairfield. Some infill development can be expected to occur within these communities, particularly the Homeacres area which has developed at lower densities than permitted under the General Plan.

As shown on Table 25, approximately 13,000 acres of land are currently zoned for residential use. Residential zoning districts include:

#### Rural Residential (RR)

R-R 2 1/2	2 1/2 acre minimum parcel size
R-R5	5 acre minimum parcel size

#### Rural Estate (RE)

R-E 1/4	1/4 acre minimum parcel size
R-E 1/3	1/3 acre minimum parcel size
R-E 1/2	1/2 acre minimum parcel size
R-E 1	1 acre minimum parcel size

#### One-Family Residential (RS)

R-S 5	5,000 sq. ft. minimum building site
R-S 6	6,000 sq. ft. minimum building site
R-S 7.5	7,500 sq. ft. minimum building site

## Duplex Residential (RD)

Two family unit	6,000 sq. ft. minimum building site
One family unit	5,000 sq. ft. minimum building site

## Multiple Residential (R-M)

R-M 4	1,250 sq. ft. minimum land area/dwelling unit
R-M 2	2,500 sq. ft. minimum land area/dwelling unit
R-M 1	4,000 sq. ft. minimum land area/dwelling unit

Within each zoning district, the dwelling unit holding capacity has been estimated as shown on Table 25. Not all lands currently designated for residential development have been zoned for residential use. These lands will need to be rezoned as market demands dictate to reach the holding capacities estimated under the general plan.

The vast majority of the County's residential zoning is presently within the rural residential districts. Rural Residential zoning has been applied to areas designated for rural residential development on the General Plan. Approximately three-quarters of the rural/residential development is located in the Vacaville area. The predominance of large lot rural residential zoning in the unincorporated area is reflective of the County's general plan policies requiring urban general plan designations to be annexed to cities prior to their development. It is also reflective of County health regulations which require 5 acre minimum parcels when residential development is serviced by on-site wells for water and septic tanks for sewage disposal. Two and one half acre minimums are allowed if a public water supply is available. These regulations are further discussed in the next section entitled Public Facilities and Services.

The County's Residential Estate (R-E) zoning is applied to areas designated for suburban development including the Green Valley, Willotta Oaks area and Elmira and some existing community areas designated low density within city urban growth lines including Rockville, Cordelia, Homeacres and Lemon Street. Some infill development can occur within the Homeacres Community. However, parcels created after February, 1975, are required to meet County health regulations for minimum parcel sizes, despite zoning classification, if on-site sewage systems are used. The provision of

TABLE 25  
UNINCORPORATED RESIDENTIAL ZONING  
OCTOBER 1984

ZONING CLASSIFICATION	ACRES	TOTAL ACRES IN CLASSIFICATION
Rural Residential (RR)		
R-R 2-1/2	7,109.19	
R-R5	4,857.75	12,049.45
R-R10	82.51	
Rural Estate (RE)		
R-E 1/2	161.03	
R-E 1/3	170.55	769.97
R-E 1/4	97.34	
R-E 1	341.05	
One Family Residence (RS)		
R-S 5	11.93	57.26
R-S 6	45.33	
Duplex Residence (R-D)		
RD	77.47	77.47
Multiple Residence (R-M)		
R-M1	.69	
R-M4	9.23	9.92

sewer service in the Elmira community will permit rezonings from "R-R2-1/2" to "R-E" densities which will allow higher density development. The high cost of land and housing that results under Rural Residential and Rural Estate zoning makes it extremely difficult for non-market rate households to acquire housing in these areas under the present economic climate.

All of the County One-family (R-S), Duplex (R-D), and Multiple Residence (R-M) zoning is located in the unincorporated urban areas of Vallejo. There is some potential for infill and higher density development within all three of these zoning districts.

Finally, while there is a substantial amount of land designated for residential development to meet projected demands, there is presently no mechanism for ensuring that it takes place in an orderly fashion. To provide for orderly development which minimizes impact on surrounding agricultural lands, areas for future residential reserves need to be identified.

## Public Facilities and Services

County policies with respect to the provision of public facilities and services can act as a major constraint of future residential development. The extent and level of services and facilities to be provided are important factors in determining Solano County's housing role with respect to location, timing and density of development.

The County recognizes that the provision of essential public facilities and services is a prerequisite to the maintenance of a satisfying living environment. Presently, the County's housing role is primarily one of a regulator. The County provides services to guide development, to ensure that homes are constructed with due consideration for the residents' health and welfare, and to ensure that one resident is not adversely affected by the actions of his neighbors.

The County has also recognized its responsibility to provide and maintain certain essential services and facilities. These include health, police, and fire protection and certain public improvements such as road and storm drainage improvements as needs are identified."

Table 26 provides a breakdown of the types of water and sewer service provided to year round housing units in the unincorporated area. Public sewage disposal is provided by Vallejo Sanitation and Flood Control District to the Lemon Street and Homeacres areas. The City of Fairfield provides sewer service to the Cordelia community and the City of Vacaville to the Elmira Community. These areas are designated for urban and suburban residential development. Consequently, some higher density infill development can occur at these locations. A small package plant provides sewer service to a condominium complex in Green Valley. The remainder of the unincorporated area designated for rural residential development is served by septic systems.

Public water service is provided to a number of areas in the County. The Homeacres, Lemon Street, Green Valley, Cordelia, and Rockville areas are served by the City of Vallejo. Solano Irrigation District provides treated water to Tolenas and irrigation water to the Gibson Canyon area for domestic use treated by home treatment systems. The remainder of the unincorporated area is served by individual wells.

In the past, the County has taken the position that it should not provide urban services such as sewers or treated water although development has been permitted if such services are provided by cities or special districts. This position has been strengthened through General Plan policy

TABLE 26

UNINCORPORATED AREA WATER AND SEWER SERVICE  
YEAR-ROUND HOUSING UNITS BY  
SEWAGE DISPOSAL

Public Sewer	1,843
Septic Tank	4,059
Other Means	57

YEAR ROUND HOUSING UNITS BY  
SOURCE OF WATER

Public System or Private Co.	2,664
Individual Well Drilled	3,066
Individual Well Dug	133
Some Other Source	96

Source: 1980 Census

statements which suggest that "what is urban should be municipal" meaning that development at densities requiring urban services should occur within an incorporated city. This position was taken in the belief that cities can provide urban services more efficiently than the County. This policy is also consistent with General Plan policies that encourage city centered growth with residential development provided in close proximity to employment and commercial centers minimizing travel distances, energy consumption and noise and air pollution. As a result of these policies, recent development in the unincorporated area has been primarily self-sufficient.

Future housing in the unincorporated area will be built predominately on sites which are five acres or larger. Present County health regulations require that parcels smaller than five acres be served by a public water system and parcels smaller than 2-1/2 acres be served by both public water and sewer systems.

These requirements are based upon Solano County's Septic Tank Ordinance adopted in February, 1975 by the County Board of Supervisors. The Ordinance was adopted under requirements and guidelines of the State Water Resources Board as a result of concerns by the State Board for the protection of ground and surface water supplies and the public health. Soil conditions in Solano County rural residential areas are very limited in their capability to accommodate septic tanks. The State Water Resources Board supported the use of

larger parcel sizes in such areas where individual septic systems are proposed for long term sewage disposal.

These requirements, however, constrain the type of development which can occur generally in the unincorporated area to low density single-family development. To provide for higher density development would require the provision of sewer services. Such a solution would 1) be contrary to general plan policies which provide that new development requiring urban services be annexed to the cities; 2) increase pressures on surrounding agricultural lands for development, particularly where trunk lines passed through agricultural areas; and 3) be extremely costly due to existing development patterns. While the quantity and density of future unincorporated housing is determined by County General Plan policies, zoning designations, and the above stated servicing policy, to date the theoretical holding capacity permitted by these policies has not been tested against the County's ability to provide services. It may be that the County can continue to permit 2-1/2, 5, 10 and 20 acre residential development without altering its traditional policy toward providing services. On the other hand, a threshold may be reached, where the quantity of housing within a given area will require provision of urban level services, such as major road improvements, treated water, and increased fire and police protection. The County needs to evaluate the cost of new residential development and its impacts on County services as opposed to the revenues generated to the County from existing and new residential development.

In addition, recent experience has indicated that in some designated residential areas ground water supplies are limited or unavailable to support residential development. Therefore, consideration needs to be given to identifying present water supplies and where limited water supplies are found to exist, alternatives need to be explored. In other areas with poor soil conditions, increased residential populations may reach a point where individual septic systems can no longer be relied upon and some form of community sewage disposal may be required. Where changes in water and sewer service systems are required, steps will need to be taken to ensure the protection of surrounding open space and agricultural lands. Care must be exercised to ensure complete adherence to the County General Plan Policies including timing of development. In such cases, analyses should also be undertaken to determine additional services and facilities which may be required to accommodate increased densities permissible with public water supplies and sewer systems.

## Zoning and Building Code

These two codes set forth the specific land use and structural requirements for the construction of residential units within the County.

The County has adopted the Uniform Building Code of 1979 as its Building Code Standards, and it has recently adopted regulations of the State Energy Commission for Energy Conservation Standards for residential buildings.

The zoning code establishes within each district the types of residences which can be constructed and their architectural and development standards, i.e. parking, set backs, height limits. Recent changes in the Zoning Code have provided expanded opportunities for low cost housing and housing of groups in special need. The first change allows for the development of companion living units in Agricultural and single family zoning districts. A companion living unit is defined as "one additional dwelling unit containing not more than 850 square feet attached or detached to the principal residence on the same ownership providing independent living quarters including sleeping, eating, cooking and sanitation facilities for one or more adult persons who are 60 years of age or older, handicapped or convalescent".

The County has also adopted an amendment to the Zoning Code which allows manufactured dwelling units in any district where a one-family unit is allowed. A manufactured dwelling unit is a mobilehome certified under the National Mobilehome Construction and Safety Standard Act of 1974 placed on a foundation system constructed according to the provisions of Section 18551 of the Health and Safety Code and implementing regulations and designed for and occupied exclusively by one family. A manufactured dwelling must also meet the minimum architectural and development standards for dwellings as set forth in the code.

The County's existing zoning code was originally adopted in 1958. While there have been piecemeal revisions to the code, the County has never undertaken a comprehensive review of its provisions. Conflicts exist between general plan policies and land use designations and zoning code provisions and application of zoning districts. Zoning code revisions are needed to bring consistency between the code and the County General Plan and to incorporate updated standards and processing procedures.

The County is proposing to undertake a comprehensive update of its zoning code. As part of this update, residential districts will be reviewed for consistency with general plan

policies. In addition, residential districts, permitted uses, building requirements, and permit processing procedures will be studied.

### Environmental Problems and Constraints

The County faces a variety of environmental problems and issues with respect to existing residential areas and to the provision of future residential development. Within several of the unincorporated communities, environmental problems such as weeds, litter, trash piles, abandoned autos, and abandoned dwellings are prevalent. These are related to specific communities in the following Community Profiles Chapter. The County has adopted ordinances relating to the abatement of litter, weeds, and abandoned autos for health and safety reasons; however, there is no comprehensive program for improving the environmental quality in many of these communities.

Environmental constraints also need to be considered with respect to future development. These constraints are reflected in County policies outlined in the Land Use and Circulation, Resource Conservation and Open Space, Health and Safety and Scenic Roadways Elements of the County General Plan. While these policies are described and justified in detail in these four elements, it is appropriate to briefly discuss them with respect to their impact on residential development.

Policies relating to agriculture and open space, as stated in the Land Use and Circulation and Resource Conservation and Open Space Elements, act as major constraints on residential development. Principal policies relating to agriculture include:

1. Urban development shall be confined to patterns which do not conflict with essential agricultural lands.
2. Rural and suburban development shall be confined to non-essential marginal agricultural lands with a low capability of agricultural production and in a manner which minimizes conflicts with surrounding agricultural activities.

Geologic hazards in Solano County also act as constraints on the location of residential development. Geologic hazards include areas with slope instability, surface faulting and areas susceptible to seismic shaking and ground failure. In areas identified as having geologic hazards,

the Health and Safety Element requires special investigations and studies for projects proposed for human habitation. Based on these studies, mitigating measures can be required before development can occur.

Areas prone to flooding also represent a development obstacle. Areas are included which are subject to storm water, tidal inundation, tsunami and seiches, dam failure, and canal and levee failure. When development for human occupancy is allowed in these designated areas, the Health and Safety Element requires structures to be elevated above the 100-year flood plain and specific flood proofing measures implemented.

In areas of extreme fire hazard, as designated by the Health and Safety Element, non-farm related residential development is prohibited. In areas of high wildfire danger, specific design requirements are set forth to provide effective fire protection measures.

Noise can also act as a constraint as represented in adopted County policy. As designated in the Health and Safety Element, areas with exterior noise levels above 60 dBA, require noise abatement measures. In areas with 75 dBA and above, new construction will generally not be allowed.

Policies enumerated in the Scenic Roadways Element place special requirements on residential development in many areas of scenic value. These include review of densities, review of site and design and the requirement of certain mitigating measures to minimize visual impact.

#### Proposition A

On June 5, 1984, the voters of Solano County adopted an ordinance to protect the County's Agricultural and Open Space uses from premature conversion to urban and residential uses, extension of public services and piecemeal amendments to the General Plan. The ordinance places restraints upon the rate and method by which agricultural and open space land conversion can take place, and it reaffirms and strengthens the General Plan residential densities applied to agricultural and open space designations. The ordinance limits the County's ability to redesignate new residential areas within the unincorporated area.

All general plan amendments and zoning ordinance amendments must be consistent with the policies listed below. All specific plans, tentative or final subdivision maps, parcel maps, conditional use permits, building permits or other entitlements are to be consistent with the policies. The

policies may be amended or repealed only by the voters of Solano County.

1. Retention of the Agriculture and Open Space Designations in the County General Plan.

The designation of specific lands and water bodies as "Extensive Agriculture", "Intensive Agriculture", "Watershed", "Marsh", "Park & Recreation", or "Water Bodies & Courses" on the Solano County Land Use and Circulation Plan and Map shall remain so designated until December 31, 1995 unless and until (1) annexed to or incorporated as a city; (2) redesignated to another use category by vote of the people; or (3) redesignated by the Board of Supervisors pursuant to the procedures set forth below under Policy 3.

2. Limitations on Residential Uses on Lands within Agricultural or Open Space Designations.

Residential densities greater than one unit per forty (40) acres are inconsistent with the Intensive Agricultural designations. Residential densities greater than one unit per eighty (80) acres are inconsistent with the Extensive Agriculture and Parks and Recreation designations unless a landowner can demonstrate that a parcel is capable of highly productive agricultural use such as orchard and vineyards lands, in which case a forty (40) acre minimum applies, or in non-essential agricultural areas which have limited viability for extensive agricultural uses, a twenty (20) acre minimum may be applied. Notwithstanding the above, one residence may be built on lots of record of less than twenty acres existing as of January 1, 1984. Planned unit developments are inconsistent with all of the Agricultural and Open Space designations.

3. Redesignations.

Lands within the Agriculture designations may be redesignated to a more intensive agricultural designation, or to a rural residential designation (with a maximum density of 2.5 to 10 acres per unit) by the County Board of Supervisors upon the recommendation of the County Planning Commission, if and only if the Board finds each of the following:

- a. That no land proposed for designation is prime farmland as defined pursuant to the United States Department of Agriculture land inventory and monitoring criteria referenced in Government Code Section 65570(b).

- b. That the land is immediately adjacent to existing comparably developed areas able to accommodate the development and provide it with adequate public services;
- c. That annexation or incorporation is not appropriate or possible.
- d. That the use proposed is compatible with commercial farm uses, does not interfere with accepted farming practices, does not alter the stability of land use patterns in the area; and
- e. That the subject land is unsuitable for agriculture due to terrain, adverse soil conditions, drainage, flooding, parcel size or other reasons, such that it has no reasonable remaining market or rental value in agricultural use.

The limitations posed by Proposition A should not constrain residential development over the next five years. There is currently sufficient land to meet the County's unincorporated projected needs, and the conversion of land to residential use through city annexation can continue under provision of the proposition. The proposition does limit future locational choice to those areas currently designated residential under the general plan.

#### Permit Processing

The County processes various permits relating to residential development. The time it takes to process a permit can impact the cost of construction because developers have to carry financing costs during this period. Long time frames for permit processing can, therefore, result in increased construction costs.

There are several factors which can influence processing time. First, there are procedural requirements set forth in state law for environmental review, subdivision review and planning actions such as general plan amendments, rezonings, and use permits. State law sets forth hearing requirements, review periods, and time limits for various actions which local governments must comply with. Second, the County has set forth local procedures for processing applications. These include Environmental Review by the Environmental Review Committee, Subdivision Review by the Subdivision Review Committee, Design Review, and Architectural Review. The County has integrated these various review functions into the County's project review process in order that they may be performed concurrently.

However, many of the agencies involved in the review of applications and issuance of various permits have been located in different departments, buildings and cities which have created problems in coordination and inconveniences in obtaining necessary approvals and permits. The County recently consolidated several of the agencies, (Building, Planning, and Environmental Health) into a single department. The purpose of this consolidation is to provide one-stop permitting and to improve coordination and processing of applications. This consolidation will be completed when all the agencies are brought together at one location.

Finally, the complexity of the project can influence the processing time frame. This relates to the staff time needed to review the project or the required environmental documentation. For projects which create significant environmental impacts requiring the preparation of an EIR, the processing time can be extended by as much as 6 to 9 months. Processing times vary depending on the type of application and permits required.

General Plan amendments are limited by State law to four times a year. As a rule, General Plan amendments take six months to a year to process. Rezoning applications and use permit applications are processed usually within three months. Minor subdivisions from submittal to tentative map are processed within 4 to 6 weeks. Major subdivisions may take from 3 months to a year to process depending upon their complexity. These processing times are comparable to those of surrounding jurisdictions.

#### Development Fees

Development fees can also impact the cost of housing. These fees are usually passed on to the home buyer. The development fees are designed to recover the reasonable cost of processing permit applications. The fee schedule for each permit which may be required is provided in Appendix C.

The fees can be divided into two categories: Permit fees and Service fees. Permit fees include land use permits, building permits, encroachment permits, and septic tank permits. Service fees include school impact fees and road benefit district fees. These fees vary among geographic areas.

The permit fees are charged by the Department of Environmental Management (Planning, Building, Environmental Health) and Public Works. These fees are designed to cover the cost of processing the various permits. Generally, these fees comprise a small component of the total cost of housing.

Service fees, on the other hand, can have a more substantial impact on housing costs. The County has two service fees: School Impact fees and Road Benefit fees. These fees are designed to pay for capital improvements necessary to support the new residential development. The School Impact fees are set by the specific school district. The Road Benefit district fees are currently only applied to one area, Green Valley, and are set by the Board of Supervisors. To reduce these fees would require shifting the costs to persons other than those directly benefiting or to other funding sources to subsidize these costs. Such change would be dependent on the creation of new funding sources available to local governments.

### **Non-Governmental Constraints**

There are several market constraints which affect the cost of housing and the ability of households to obtain affordable housing.

#### Land

As discussed under land availability, the County has designated 13,426 acres for rural residential development of which 7,423 are undeveloped. These undeveloped lands could accommodate 1,786 additional units. Some of this land is currently zoned for residential development while other designated areas are still retained under agricultural zoning and are in either agricultural use or vacant. While the County may designate a given amount of acreage for residential use, the market determines the supply available for purchase and construction by the actions of individual property owners.

Land costs have contributed substantially to the high cost of housing. Scarcity, location, lot size and accessibility, site improvements and unique features such as views are major factors in determining the value of land. Land costs in the unincorporated County vary. Homesites of 2-1/2 and 5 acres north of Vacaville unimproved can vary from \$50,000 to \$75,000. On the other hand homesites in the Green Valley area with road improvements, water and electric utilities can vary between \$120,000 and \$140,000 for 2-1/2 acre sites.

The high cost of land, along with large lot zoning of 2-1/2 and 5 acre parcels which predominate in the residential portions of the unincorporated area, makes it prohibitive to provide low and moderate cost housing in these areas.

## Construction Costs

Rising costs of labor and materials are significant components of the increased costs. Construction techniques in use today are very similar to those utilized twenty years ago. Innovative construction techniques, which use materials and labor more efficiently can contribute to the reduction of housing costs. Although new building materials and practices are available, the small builder often lacks the capital and technology to capitalize on these.

Excluding land costs and permit fees, the cost of constructing a single family unit in the unincorporated area on the average varies from \$40-55 a square foot for labor and materials. Some of the more deluxe larger units may cost up to \$70 per square foot. Most of the homes built in the unincorporated area are custom homes. These tend to be more expensive than tract housing since materials and labor cannot be used as efficiently as in major subdivisions. However, approximately 50-60% of the custom homes built in the unincorporated area, are self built by the owner which can substantially reduce the cost. By encouraging and supporting self built housing units, a key component in the cost of housing can be reduced. The County Building Department currently provides technical assistance to households building their own homes.

## Financing Costs

The cost of financing construction, purchase or improvements can act as a major constraint to providing affordable housing or improving or rehabilitating housing units. Home builders in recent years have been faced with high interest rates on construction loans. The resulting increased interest costs are passed on to the home buyer through increased sale prices. The cost of mortgage financing has slowed construction during periods of high interest rates as a result of higher percentage of households being forced out of the housing market. Recently, mortgage rates have varied between 13-18%. This is substantially higher than the rates available in the late 1960's and early 1970's which ranged between 4-6%. Lending policies and loan interest of lending institutions tend to restrict the availability of loans only to those who fit their criteria. Private conventional lending is oriented to fulfilling only the housing needs of the median and high income households. Finally, high interest rates on second mortgages and home improvement loans have made it increasingly difficult for households to make necessary improvements to maintain or improve the housing unit to a standard condition.

## **Existing Housing Efforts and Resources**

There are a number of programs and actions which have been taken by the County over the past five years to improve housing conditions and housing opportunities.

### Community Development Block Grant (CDBG) Program

The County has undertaken a number of housing related activities through its Community Development Program. Activities funded under the small cities program include:

- a) 40 Housing rehabilitation grants to correct health and safety defects in the South Homeacres area, administered under contract with the City of Vallejo.
- b) Installation of sewer lines in the Elmira Community to correct septic problems.
- c) 11 Housing rehabilitation grants to correct health and safety defects in the Elmira Community, administered under contract with the City of Vacaville.
- d) Curbs, gutters, sidewalks and street improvements along Carlson Street in the Lemon Street area.
- e) Ongoing \$450,000 Rehabilitation Loan Program in a portion of the Lemon Street area administered under contract with Vallejo Neighborhood Housing Services.
- f) Ongoing curb, gutters, sidewalks and street improvements along portions of Cypress, Thomas, Starr and Carquinez Streets in the Lemon Street area.

### Section 8

The Solano County Housing Authority assists 75 households in the unincorporated area through this rent subsidy program. The program is administered under contract with the City of Vallejo.

### Redevelopment

The Solano County Redevelopment Agency has established two districts: Collinsville-Montezuma Hills Redevelopment Area and Southeast Vallejo Redevelopment area.

In 1983 the County established the Collinsville Montezuma Hills Redevelopment area located in southeast Solano County

designed to facilitate the development of water dependent Industry and to protect and rehabilitate the Community of Collinsville under policies and programs set forth in the Collinsville-Montezuma Hills Area Plan and Program. Through this redevelopment program, approximately \$63,750,000 will be available for housing related activities over the 50 year life of the project.

In June, 1984 Solano County and City of Vallejo Redevelopment Agencies entered into an agreement establishing a joint redevelopment area in Southeast Vallejo. The purpose of this project is to facilitate the development to the Glen Cove area of Vallejo and to make public facility and housing improvements within the unincorporated community of Homeacres. Under the redevelopment agreement, approximately \$6,000,000 will be available for low and moderate income housing. A minimum 30% of the available funding will be used for housing rehabilitation within the unincorporated Homeacres area.

#### Manufactured Housing Ordinance

In May, 1984 the County adopted Ordinance 1226 which amended the Solano County Zoning Code to allow the establishment of a manufactured dwelling unit in any zoning district in which a one-family dwelling unit is allowed. A manufactured dwelling unit is defined as a mobilehome certified under the National Mobilehome Construction and Safety Act of 1974 placed on a foundation system constructed according to the provisions of Section 18551 of the Health and Safety Code and implementing regulations and designed for or occupied exclusively by one family.

#### Companion Living Unit Ordinance

In September, 1983 the County adopted Ordinance 1210 which amended the Solano County Zoning Code to allow Companion Living Units in Agricultural and Rural, Estate and one-family residential zoning districts. It is defined as one additional dwelling unit containing not more than 850 square feet attached or detached to the principal residence on the same ownership providing independent living quarters including, sleeping, eating, cooking and sanitation facilities for one or more adult persons who are 60 years of age or over, handicapped or convalescent.

## Planned Unit Development (PUD)

The County has utilized the PUD process in approving three major subdivisions. The PUD process provides flexibility in siting - allowing the clustering of sites away from areas with environmental Health and Safety constraints, as well as providing for the protection of areas of significant open space.

## **1979 Housing Element Review**

In preparing the 1985 Housing Element, the County undertook a review of the 1979 Housing Element goals, objectives, policies, and programs. This review was accomplished through housing issue papers prepared by staff and reviewed by the Solano County Planning Commission during two study sessions. During these study sessions, existing housing policy and programs were reviewed, along with an analysis of population and housing characteristics, and future options were explored. The Commission concluded that the County's existing housing goals, objectives, and policies remained appropriate with minor revision. A new set of objectives and policies addressing energy conservation were incorporated based on those adopted under the County 's Energy Conservation Element.

Table 27 provides a summary of the 1979 Housing Element program and its accomplishments. The table outlines the identified problems, policy actions proposed, and the program objectives set forth in the 1979 element and identifies those accomplishments achieved during the 5-year period of the plan.

SUMMARY OF  
SOLANO COUNTY 1979 HOUSING PROGRAM  
AND ACCOMPLISHMENTS

PROBLEM	POLICY	ACTION	PROGRAM OBJECTIVES	ACCOMPLISHMENTS
Substandard housing and units substandard 350 units suitable for rehabilitation.	1.1	Create a County Housing Authority and advisory council.	Establish County eligibility for funding under state and federal housing programs.	Created Solano County Housing Authority in 1979.
		Establish a voluntary code inspection program.	Upon request, inspect and identify code violations constituting health and safety hazards.	Established and completed grant programs for 40 units in south homeacres area and 12 units in Elmira. Ongoing loan program in the Lenon Street area 5 of 26 units completed.
		Establish a rehabilitation program. - application for funding - administration	Rehabilitate 20 units in the unincorporated County as targeted in the County's HAP first year goals.	
	1.2	Coordinate Housing Conservation Plans and Programs	Ensure maximum effectiveness in addressing housing needs with available funding.	Rehabilitation Grant Program in Homeacres coordinated with City of Vallejo. Rehabilitation Grant Program in Elmira coordinated with City of Vacaville. Rehabilitation Loan Program coordinated with Vallejo Neighborhood Housing Services and South Vallejo Program.
		Institute a public information program.	Apprise the public of available housing programs.	Public information meeting and flyers used in publicizing housing rehabilitation programs.

SUMMARY OF  
SOLANO COUNTY 1979 HOUSING PROGRAM  
AND ACCOMPLISHMENTS

PROBLEM	POLICY	ACTION	PROGRAM OBJECTIVES	ACCOMPLISHMENTS
Affordable Housing  - rapid increase in the cost of purchasing a home. - 7.3% of the rental households overpaying	2.1 2.2	Create a County Housing Authority and advisory council.  Establish Housing Assistance Programs. - application for funding - administration	Establish County eligibility for funding under State and Federal Housing programs.  Provide 25 units of assisted housing through City Housing Authorities to low income families as targeted in the County's HAP first year goals.	Created Solano County Housing Authority 1979.  Administer 75 Section 8 units .
	2.3	Review and update of County Building Codes.	Bring about energy and cost savings to the construction and maintenance of housing units.	Implemented Energy Conservation Standards for residential buildings.
	2.4	Coordinate Housing Assistance Plans and Programs	Ensure maximum effectiveness in addressing housing needs with available funding.	Coordinate with the City of Vallejo administration of Section 8 program.
		Institute a public information program.	Apprise the public of available housing program.	Public notice and sign-up meeting conducted for Section 8 program.
Special Housing Needs	3.1	Support housing counseling services.	Provide housing counseling services to homeowners and renters.	Sought CDBG funding Housing Counseling Services. Housing counseling services provided by VNHS as part of rehabilitation program.

SUMMARY OF  
SOLANO COUNTY 1979 HOUSING PROGRAM  
AND ACCOMPLISHMENTS

PROBLEM	POLICY	ACTION	PROGRAM OBJECTIVES	ACCOMPLISHMENTS
Special Housing Needs (cont.)  - elderly 8.8% of the households - handicapped 11.9% of the population  - large families 15.6% of the households  - farm laborers	3.1	Non-discrimination in County sponsored programs.	Promote non-discrimination in housing.	Enforcement of equal opportunity and non-discrimination provisions under County housing programs.
	3.2	Create a County Housing Authority and advisory council.	Establish County eligibility for funding under State and Federal housing programs.	Created Solano County Housing Authority in 1979.
		Give special consideration to the elderly and handicapped in County sponsored housing programs - application for funding - administration	Provide 5 units of assisted housing through City Housing Authorities to the elderly and handicapped as targeted in the County's HAP first year goals.	Amended zoning code to allow establishment of companion living units for elderly and handicapped.
		Ensure the consideration of large family needs in County sponsored programs.	Provide 5 units of assisted housing through City Housing Authorities to large families as targeted in the County's HAP first year goals.	Provided 16 large family units under Section 8 program.
		Establish housing assistance for migrant farm laborers - application of funding - administration	To provide additional units of sufficient size to help migrant farm labor housing.	Dixon Housing Authority establish new replacement migrant farm labor camp providing 82 residential units with a capacity to house 500.
		Coordinate Housing Assistance Plans and Programs for special housing needs.	Ensure maximum effectiveness in addressing housing needs with available funding.	

SUMMARY OF  
SOLANO COUNTY 1979 HOUSING PROGRAM  
AND ACCOMPLISHMENTS

PROBLEM	POLICY	ACTION	PROGRAM OBJECTIVES	ACCOMPLISHMENTS
Special Housing Needs (cont.)	3.2	Institute a public information program.	Apprise the public of available housing programs.	Public notice and sign-up meeting conducted for Section 3 program.
	3.3	Continued inspection of private labor camps	Ensure compliance with state standards to provide healthy and safe living quarters.	Yearly inspection conducted by Solano County Division of Environmental Health.
	3.4	Continued support of emergency housing.		
	4.1 4.2	Coordinate County's planning efforts with City General Plan updates.	Ensure an adequate supply of housing to meet the County's future needs.	County participated in City General Plan Updates during the period from 1980 to 1983.
Increasing pressures for rural residential development	5.1	Studies identifying areas for future residential development and areas to be held in reserve for future use.	Ensure the orderly development of rural residential homes.	County completed update of Land Use and Circulation Element in 1981 incorporating revised residential land use designations.
	5.6	Review of General Plan Policies in light of housing Element Policies.	General Plan Consistency	County completed update of Land Use and Circulation Element in 1981 incorporating revised policies consistent with Housing Element.
	5.7	Participate in studies to refine City Sphere of Influence Lines.	Ensure proper timing and location of the residential development.	LAFCO completed Spheres of Influence updates in 1983 for each city.

SUMMARY OF  
SOLANO COUNTY 1979 HOUSING PROGRAM  
AND ACCOMPLISHMENTS

PROBLEM	POLICY	ACTION	PROGRAM OBJECTIVES	ACCOMPLISHMENTS
The provision of adequate public facilities and services essential for health, safety and welfare.	6.1	Review of development proposals with respect to impacts on County public facilities and services.	Minimize the impact of development on County services.	Ongoing review on a project by project basis.
		Review and update the Community Development Plan.	Identify needed public improvements.	Community Development projects reviewed on a yearly basis.
	6.2	Study the availability of water supplies in residential designated areas.	Identify areas with insufficient water supplies and determine solutions for servicing such areas.	Study not conducted.
Preservation of Environmental Quality	7.1	Establish a public/private trash removal program. Establish an ordinance for the removal of abandoned and dilapidated housing units.	Reduce community blight. Protect the public health and safety.	Program not established. Ordinance not established.

# Chapter V

## Community Profiles



## Chapter V

# Community Profiles

Within the unincorporated portion of Solano County several residential communities can be identified. The purpose of this appendix is to provide a more detailed analysis of population and housing characteristics within these residential communities and to identify their particular housing problems and needs.

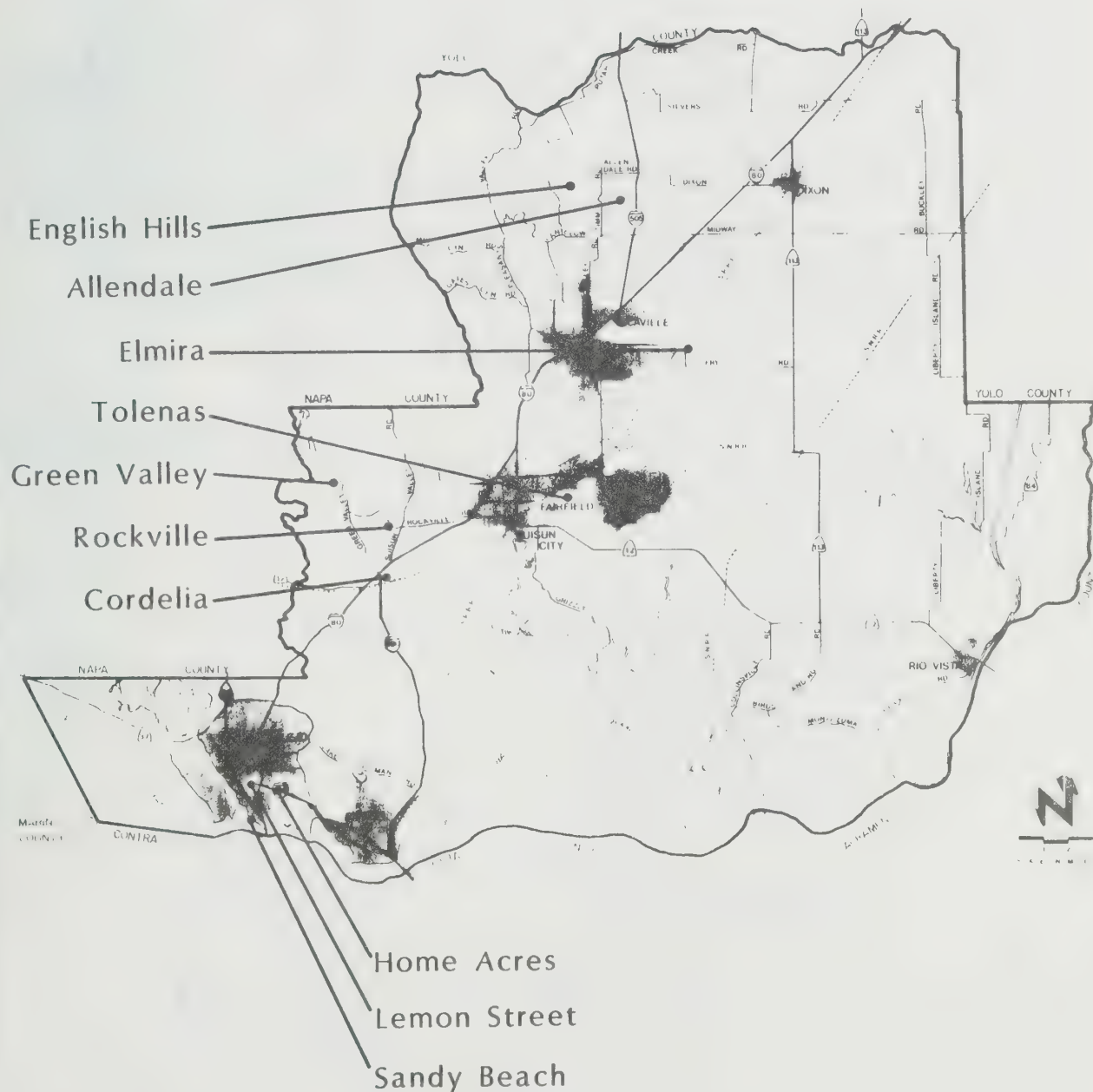
Figure 1 presents the five statistical subareas of the County. Within these subareas unincorporated residential communities have been identified as shown in Figure 2. Within each subarea a profile has been prepared for each community consisting of a summary of current land use, public facilities and housing problems and needs. Data used to describe the population and housing characteristics is derived from the 1980 U.S. Census Neighborhood Statistical program. A summary profile of the subarea remainder is also provided which includes unincorporated communities not profiled under the Neighborhood Statistical Program.

# COUNTY SUBAREAS



Figure 2

# UNINCORPORATED COMMUNITIES



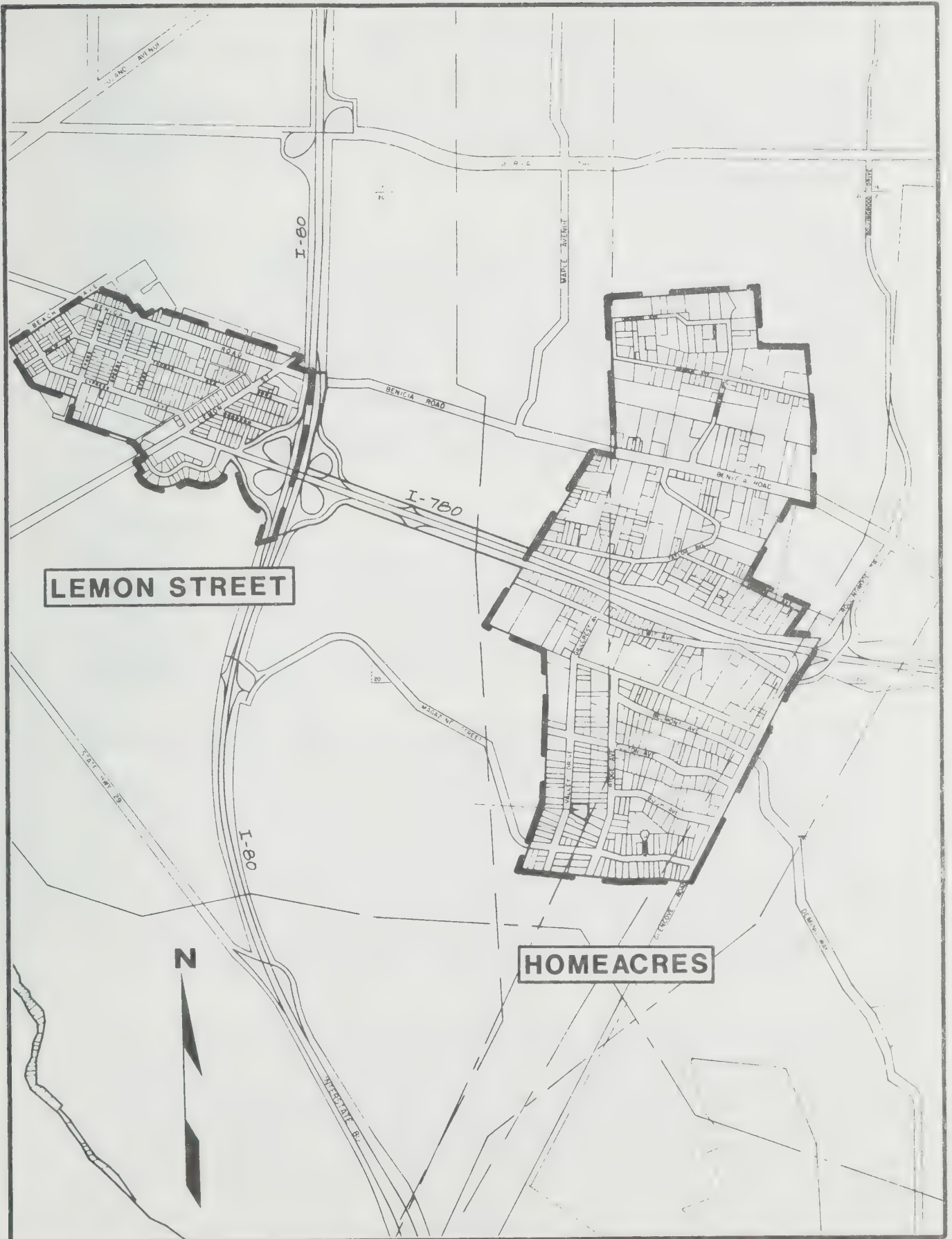
## VALLEJO/BENICIA SUBAREA

There are two unincorporated communities profiled in the Vallejo/Benicia Subarea: The Home Acres Community and the Lemon Street community. These two communities are surrounded by the City of Vallejo as shown on Figure 3.

Table 28 provides a summary of population and housing characteristics for this subarea. Approximately 17.2% of the unincorporated population resides here. The area has the highest concentration of low income households within the unincorporated area, along with a high population of elderly, Black and American Indian, Eskimo Aleut, and female head of households, census tract median home values and contract rents are some of the lowest in the unincorporated area.

There has been little building activity in the area over the past 5 years with only 35 permits issued for single family homes. Housing and population growth will occur through infill development as a result of the low density of development and number of vacant lots within the unincorporated communities.

Figure 3



LEMON STREET and HOMEACRES

TABLE 28

## VALLEJO/BENICIA SUBAREA

POPULATION CHARACTERISTICS	Number	Percent
Population	2807	
Elderly population	364	13.0%
Ethnic Groups		
White	1840	65.6%
Black	585	20.8%
American Indian	24	4.4%
Eskimo & Aleut		
Asian & Pacific Islander	176	6.3%
Spanish Origin	331	11.8%
Households	1103	
Low Income Households	660	60.6%
Large Family Households	124	11.2%
Female Head of Households	205	18.8%
HOUSING CHARACTERISTICS		
Total Housing Units	1143	
Single Family	906	79.3%
Multi Family	149	13.0%
Mobile Homes	88	7.7%
Owner Occupied	647	58.7%
Renter Occupied	456	41.3%
Census Tract Median Home Values	\$36,200-\$141,700	
Census Tract Median Contract Rents	\$83 - \$275	
Overcrowding	30	7.3%

## **Homeacres Community**

This community consists of 316 acres located north of Interstate 780 between Home Acres Avenue and Rollingwood Drive and south of Interstate 780 between Gillcrest Avenue and Glen Cove Road.

### Land Use

Homeacres is designated in the Solano County General Plan as Low Density Residential with 2-7 units per acre. It is presently zoned under a mixture of residential and commercial districts. In the areas to the north and south of Benicia Road, approximately 102 acres are classified R-E 1/2, 90 acres R-E 1/4, 21 acres R-S6, 28 acres R-D and 7 acres R-M 4. Many of the large lots are used for boarding horses. Some environmental blight exists, characterized by the accumulation of debris and outside storage.

### Public Facilities

Water service is provided by the City of Vallejo, and sewer service is provided by the Vallejo Sanitation and Flood Control District. Vallejo Fire Station #6 is located in the center of the area on Gillcrest Avenue. Some road improvements are needed, and the community lacks sidewalks, curbs, gutters and storm drainage facilities.

### Housing Problems and Needs

Table 29 provides a summary of population and housing characteristics. The Community has a relatively high population of elderly, black and female head of households. It also has a high population of low income households, slightly higher than the unincorporated average. The area is characterized by a high proportion of owner occupied housing units although the median home value is substantially below the unincorporated median. The median contract rent, however, is higher than median for the unincorporated area but below the City of Vallejo's median contract rent.

There is a major need for housing rehabilitation work with 17% of the housing units identified as being substandard. The Homeacres area is located within the Southeast Vallejo Neighborhood Redevelopment area. A Neighborhood Development Plan will be prepared as part of the redevelopment project to specifically identify and prioritize housing and public facility needs and improvements for funding under redevelopment.

TABLE 29

## HOMEACRES

POPULATION CHARACTERISTICS	Number	Percent
Population	1444	
Elderly Population	156	10.8%
Ethnic Groups		
White	962	66.6%
Black	324	22.4%
American Indian	14	1.0%
Eskimo & Aleut		
Asian & Pacific Islander	91	6.3%
Spanish Origin	110	7.6%
Households	549	
Low Income Households	232	43.4%
Large Family Households	62	11.3%
Female Head of Households	94	17.1%
HOUSING CHARACTERISTICS		
Total Housing Units	560	
Single Family	519	92.7%
Multi Family	24	4.3%
Mobile Homes	17	3.0%
Owner Occupied	367	66.8%
Renter Occupied	182	33.2%
Median Home Value	\$ 46,600	
Median Contract Rent	\$ 189	
Overcrowding	26	4.7%
Housing Condition		
Deteriorating	185	
Substandard	94	
Suitable for Rehabilitation	45	

## **Lemon Street**

The Lemon Street community consists of approximately 97 acres located west of Interstate 80 between Benicia Road and Carlson Street.

### Land Use

The area is designated on the Solano County General Plan as Low Density Residential with 2-7 units per acre. The area along Benicia Road is designated Community Commercial. A mixture of residential zones are present. Approximately 70 acres of land are zoned R-D and 5 acres R-M4. A small pocket of 3 acres is zoned C-S. 16 acres of C-N zoning also exist along Benicia Road. The area is presently densely developed with approximately 7 units per acre.

### Public Facilities

The Lemon Street area obtains water service from the City of Vallejo, and public sewer service is provided by the Vallejo Sanitation and Flood Control District. The County's Community Development program has installed curbs, gutters, and sidewalks and rebuilt streets in a portion of the community. However, further street improvements are needed.

### Housing Problems and Needs

Table 30 provides a summary of population and housing characteristics. The community has a high proportion of elderly, Black and female head of households, and it has the highest concentration of low income households within the unincorporated County area. The area also has the highest concentration of multi-family housing units which is reflected in the high proportion of renter households. There is a high percentage of overcrowded households. Median home value is substantially below the unincorporated median while median contract rent is above the unincorporated median but below the City of Vallejo median. There is a high proportion of substandard housing units in need of rehabilitation.

The County through its Community Development program has an ongoing rehabilitation loan program for a portion of the Community administered under contract with Vallejo Neighborhood Housing Services. The program provides low interest loans to low income households. This program needs to be expanded to encompass the whole community.

TABLE 30  
LEMON STREET

POPULATION CHARACTERISTICS	Number	Percent
Population	1090	
Elderly population	136	12.5%
Ethnic Groups		
White	630	57.8%
Black	257	23.6%
American Indian	5	.5%
Eskimo or Aleut		
Asian & Pacific Islander	78	7.2%
Spanish Origin	193	17.7%
Households	420	
Low Income Households	307	70.0%
Large Family Households	52	12.4%
Female Head of Households	103	24.5%
HOUSING CHARACTERISTICS		
Total Housing Units	475	
Single Family	346	72.9%
Multi Family	125	26.3%
Mobile Homes	4	.8%
Owner Occupied	186	44.3%
Renter Occupied	234	55.7%
Median Home Value	\$ 36,600	
Median Contract Rent	\$ 132	
Overcrowding	48	11.4%
Housing Condition		
Deteriorating	110	
Substandard	50	
Suitable for rehabilitation	39	

## **Vallejo/Benicia Remainder**

The remaining unincorporated portion of Vallejo/Benicia encompasses the Napa Marsh and the Vallejo/Benicia Hills. Two small communities are located here: Sandy Beach on Morrow Cove at the Southern end of Sandy Beach Road and a mobile home park on Springs Road surrounded by Vallejo. The remaining area consists of agriculturally related residences.

### Land Use

The Napa Marsh is designated for Marsh and Extensive Agricultural uses. Both areas are zoned A-20 Exclusive Agriculture. Sandy Beach is designated as Open Space for Parks and Recreation. This 10 acre, area currently zoned R-S6, is fully developed with single family homes. The mobile home park is designated low density residential and has spaces for 70 mobile homes.

### Public Facilities

The agricultural areas rely upon onsite septic and well systems. The City of Vallejo provides water service and Vallejo Sanitation and Flood Control District provides sewer service to Sandy Beach community and the mobile home park. A small parking area is located at the end of Sandy Beach Road to accommodate residential parking for the community.

### Housing Problems and Needs

Table 31 provides a summary of population and housing characteristics. The area has a high population of elderly and low income households. There is, however, a high proportion of home ownership. Substandard housing problems exist in Sandy Beach area. Many of the homes are on pilings which are deteriorating. Inadequate side yard clearances pose major fire hazards, and most of the homes have inadequate access for accommodating emergency vehicles.

TABLE 31

## VALLEJO/BENICIA REMAINDER

POPULATION CHARACTERISTICS	Number	Percent
Population	273	
Elderly population	72	26.3%
Ethnic Groups		
White	248	90.8%
Black	4	1.5%
American Indian	5	1.8%
Eskimo & Aleut		
Asian & Pacific Islander	7	2.6%
Spanish Origin	28	10.3%
Households	134	
Low Income Households	121	90.2%
Large Family Households	10	7.5%
Female Head of Households	8	5.2%
HOUSING CHARACTERISTICS		
Total Housing Units	108	
Single Family	41	38.0%
Multi-Family	0	0.0%
Mobile Homes	67	62.0%
Owner Occupied	94	70.1%
Renter Occupied	40	29.9%
Overcrowding	6	4.5%
Housing Condition	No survey taken	
Detoriorating		
Substandard		
Suitable for rehabilitation		

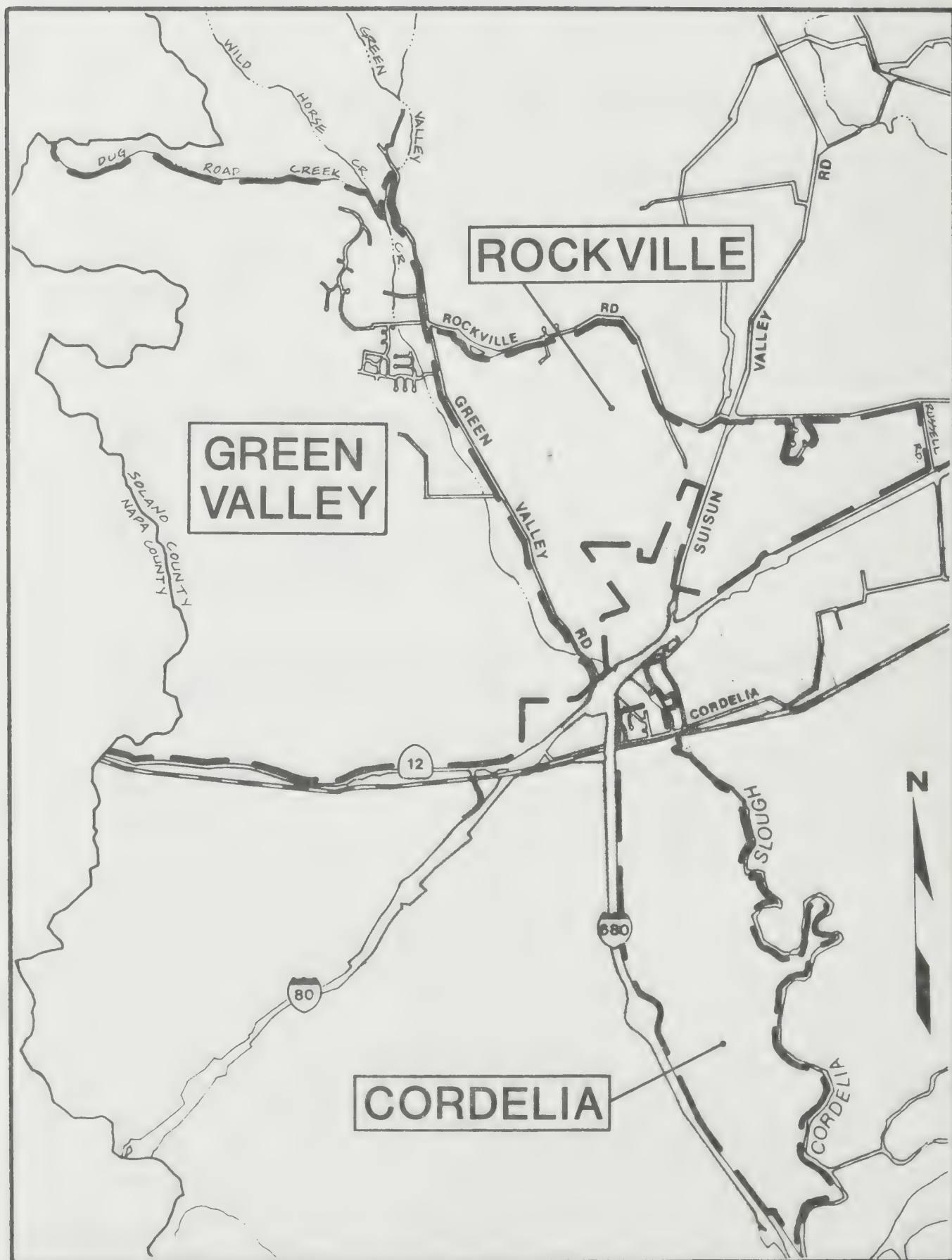
## **FAIRFIELD/SUISUN SUBAREA**

There are four unincorporated communities profiled in the Fairfield/Suisun Subarea. They include Green Valley, Rockville and Cordelia located west of the City of Fairfield as shown in Figure 4 and Tolenas located between the City of Fairfield and Suisun City as shown in Figure 5.

Table 32 provides a summary of population and housing characteristics for this subarea which contains 23.7% of the unincorporated population. The area is comprised primarily of older occupied single family units with median home values above the unincorporated County median.

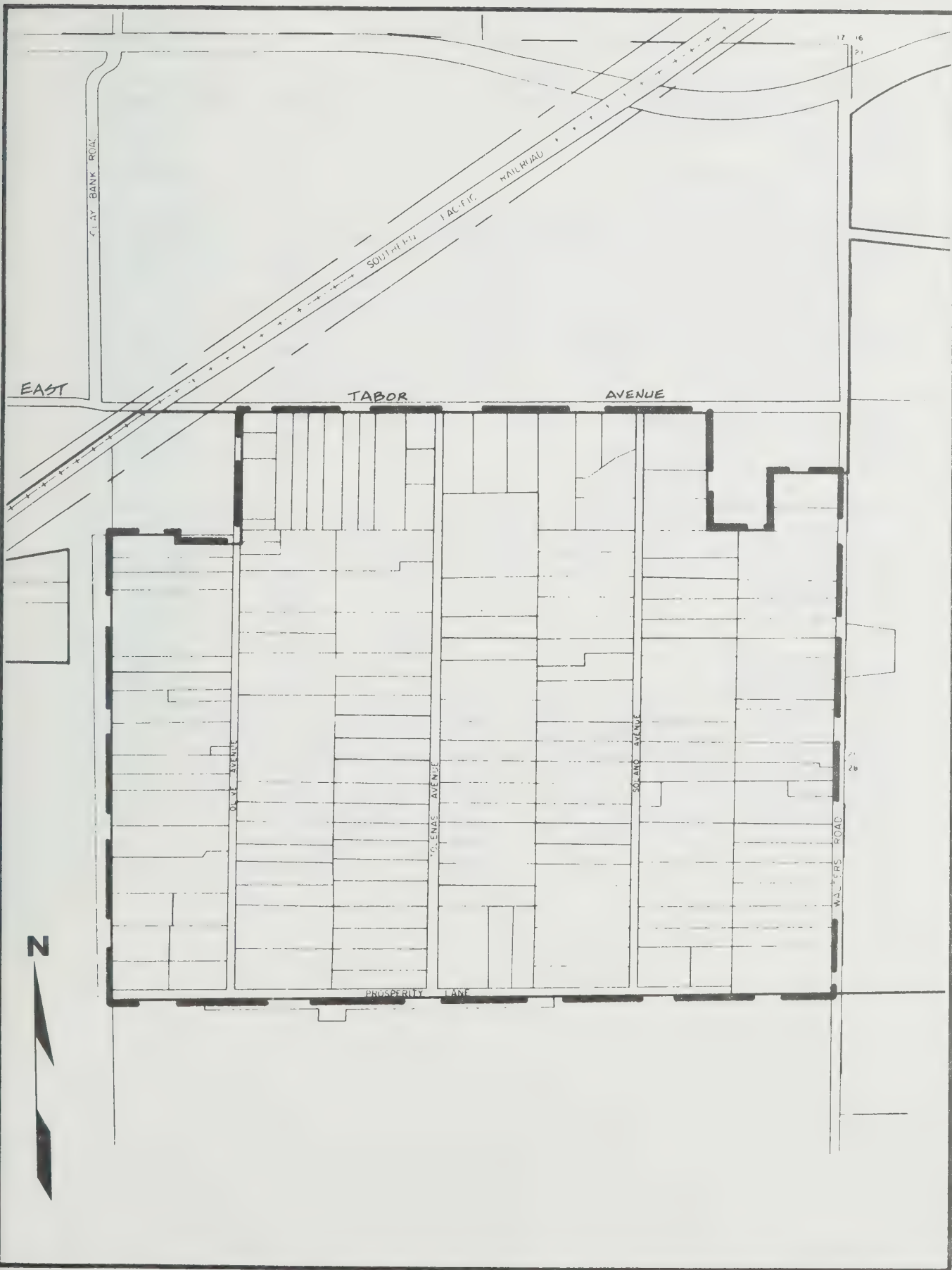
This area has been the second most active for new construction over the past 5 years. A total of 118 building permits for single family homes have been issued during this time period. Future development will occur through infill development and the development of Stoneridge subdivision north of Rockville and Rancho Solano north of Fairfield. The Stoneridge project will provide 427 additional residential sites and the Rancho Solano project 850 additional residential sites.

Hazards of special concern, documented in the Health and Safety Element, are associated with some of the areas designated for residential development. On the western side of Green Valley, lands indicated for residential use are within an area of high slope instability and overlapping an area with wildfire risk. Residential development has also occurred along the Green Valley fault. Much of the development in Green Valley on the Valley floor has been on prime agricultural soils. General plan policies limit any further expansion of residential designations within these areas.



GREEN VALLEY, ROCKVILLE, CORDELIA

Figure 5



TOLINAS

TABLE 32  
FAIRFIELD/SUISUN SUBAREA

POPULATION CHARACTERISTICS	Number	Percent
Population	3863	
Elderly Population	372	9.6%
Ethnic Groups		
White	3476	90.0%
Black	21	.5%
American Indian	19	.5%
Eskimo & Aleut		
Asian & Pacific Islander	151	3.9%
Spanish Origin	346	9.0%
Households	1352	
Low Income Households	405	29.8%
Large Family Households	157	11.6%
Female Head of Households	52	3.8%
HOUSING CHARACTERISTICS		
Total Housing Units	1381	
Single Family	1208	87.5%
Multi-Family	150	10.8%
Mobile Homes	23	1.7%
Owner Occupied	1067	78.9%
Renter Occupied	285	21.1%
Census Tract Median Home Value	\$112,500 - \$147,400	
Census Tract Median Contract Rent	\$159 - \$258	
Overcrowding	47	3.5%

## **Green Valley**

The Green Valley Community is located at the northern end of Green Valley along Green Valley and Rockville Roads.

### Land Use

The area contains 850 acres designated for residential development. The General Plan designates 355 acres for rural residential and 470 acres for suburban residential development. The area is zoned with a mixture of residential districts. Approximately 154 acres are zoned RE-1/3, 35 acres RE-1/2 and 104 acres RE-1. In addition, there are 263 acres zoned RR-2 1/2 and 46 acres zoned RR-5. The remainder is designated under the Parks, Agricultural and Watershed classification.

### Public Facilities

Green Valley receives domestic water from the City of Vallejo and irrigation water from the Solano Irrigation District. Sewer Service is provided through individual septic tanks. The streets are in generally good condition.

### Housing Problems and Needs

Table 33 provides a summary of population and housing characteristics. Green Valley does not appear to have any serious housing problems. The area has only a small percentage of low income households. Single family owner occupied housing units predominate. While no formal housing survey has been undertaken the housing is in generally good condition and well maintained. Median home values and contract rent in the Green Valley community are the highest within the unincorporated area.

TABLE 33  
GREEN VALLEY

POPULATION CHARACTERISTICS	Number	Percent
Population	1291	
Elderly population	121	9.3%
Ethnic Groups		
White	1244	96.4%
Black	0	0.0%
American Indian	9	.7%
Eskimo & Aleut		
Asian & Pacific Islander	16	1.2%
Spanish Origin	60	4.7%
Households	444	
Low Income Households	39	9.3%
Large Family Households	48	10.8%
Female Head of Households	14	3.2%
HOUSING CHARACTERISTICS		
Total Housing Units	479	
Single Family	468	97.7%
Multi-Family	5	1.0%
Mobile Homes	6	1.3%
Owner Occupied	414	93.2%
Renter Occupied	30	6.8%
Median Home Value	\$151,000	
Median Contract Rent	\$500	
Overcrowding	7	1.6%
Housing Condition		
Deteriorating	No survey taken	
Substandard		
Suitable for rehabilitation		

## Rockville

The Rockville Community is located north of Interstate 80 along Suisun Valley and Rockville Roads.

### Land Use

The Rockville Community encompasses approximately 275 acres designated for rural residential development and the Rockville Corners and has 160 acres designated low density residential within the Fairfield urban growth line. Rural residential zoning is applied to approximately 100 acres of RR-2 1/2 and RR-5. The Rockville corners areas is zoned with approximately 130 acres of RE-1 and 11 acres of (C-N) Commercial Neighborhood. The remainder is designated low and medium density residential within the Fairfield urban growth line. Rockville Hills Park is designated for park and recreation use.

### Public Facilities

The Rural Residential area is served with onsite wells and septic tanks. The Rockville Corners area secures water from the City of Vallejo and individual wells and sewer service from the City of Fairfield and individual septic tanks. Some street and drainage improvements are needed.

### Housing Problems and Needs

Table 34 provides a summary of population and housing characteristics for the Rockville Community. The Community has a high proportion of elderly households. There is a higher percentage of owner occupied units than in the unincorporated area as a whole. A survey of housing conditions has not been undertaken, but there appear to be no major housing problems.

TABLE 34

## ROCKVILLE

POPULATION CHARACTERISTICS	Number	Percent
Population	298	
Elderly Population	41	13.8%
Ethnic Groups		
White	276	92.6%
Black	0	0.0%
American Indian	0	0.0%
Eskimo & Aleut		
Asian & Pacific Islander	14	4.7%
Spanish Origin	20	6.7%
Households	113	
Low Income Households	24	24.5%
Large Family Households	7	6.1%
Female Head of Households	5	4.4%
HOUSING CHARACTERISTICS		
Total Housing Units	122	
Single Family	95	77.9%
Multi-Family	20	16.4%
Mobile Homes	7	5.7%
Owner Occupied	80	70.8%
Renter Occupied	33	29.2%
Median Home Value	\$111,100	
Median Contract Rent	\$189	
Overcrowding	2	1.8%
Housing Condition		
Deteriorating	No survey taken	
Substandard		
Suitable for rehabilitation		

## **Cordelia**

The Cordelia Community is located south of Interstate 80 and to the east of Interstate 680.

### Land Use

The townsite of Cordelia was established in the late 1800's. The community comprises 87 acres located within the City of Fairfield urban growth line. The area is identified as an historic townsite and is designated for Highway Commercial development.

The Community is presently zoned under several residential districts including 27 acres in R-E 1/3, 10 acres in R-E 1/2 and 40 acres in R-R 2 1/2. One acre is presently zoned C-H Highway Commercial.

### Public Facilities

Cordelia receives public water from the City of Vallejo. Due to the age of the water system, the Community experiences water service problems as a result of clogged and failing water lines.

Sewer Service is provided by the City of Fairfield though some residential units rely on individual septic tanks for sewage disposal. Streets are in generally fair condition though some improvements are needed. Most of the area is without curbs and gutters. Cordelia is served by the Fairfield-Suisun School District, and an elementary school is located in the area. A fire station is also located within the community. In some portions of the community, environmental blight is present, characterized by debris, weeds and outdoor storage.

### Housing Problems and Needs

Table 35 provides a summary of population and housing characteristics. There is a high proportion of elderly households and there are a number of substandard housing units in need of rehabilitation. Several of the structures are of historical significance, and several of the Victorian homes have been restored. The median home value is below the unincorporated median.

TABLE 35

## CORDELIA

POPULATION CHARACTERISTICS	Number	Percent
Population	127	
Elderly population	27	21.3%
Ethnic Groups		
White	123	96.9%
Black	1	.8%
American Indian	3	2.4%
Eskimo & Aleut		
Asian & Pacific Islander	0	0.0%
Spanish Origin	0	0.0%
Households	51	
Low Income Households	17	32.6%
Large Family Households	6	11.8%
Female Head of Households	0	0.0%
HOUSING CHARACTERISTICS		
Total Housing Units	61	
Single Family	54	88.5%
Multi-Family	7	11.5%
Mobile Homes	0	0.0%
Owner Occupied	32	62.7%
Renter Occupied	19	37.3%
Median Home Value	\$66,500	
Median Contract Rent	\$199	
Overcrowding	2	3.9%
Housing Condition		
Deteriorating	21	
Substandard	11	
Suitable for rehabilitation	7	

## **Tolenas**

Tolenas is located between the City of Fairfield and Suisun City. It is bounded at the north by Tabor Avenue, on the east by Travis Air Force Base, on the south and west by the Suisun City limits.

### Land Use

The Tolenas community comprises approximately eight hundred and fifty acres designated for rural residential use. The area is zoned R-R2 1/2 and is developed to the present zoning densities. Some environmental blight exists characterized by weeds, debris, and outdoor storage areas.

### Public Facilities

Treated water is provided by Solano Irrigation District. Sewer service is provided through individual septic tanks. Several streets are in relatively poor condition and lack curb, gutters or sidewalks. There is also a need for fire hydrants.

### Housing Problems and Needs

Table 36 provides a summary of population and housing characteristics. The community has a high percentage of large family households, but only 3% of the households are overcrowded. There is a high percentage of owner occupied housing units. Substandard units comprise 9% of the housing units. The median home value and contract rent are higher than the unincorporated median.

TABLE 36

## TOLENAS

POPULATION CHARACTERISTICS	Number	Percent
Population	531	
Elderly population	22	4.1%
Ethnic Groups		
White	478	90.0%
Black	12	2.3%
American Indian	6	1.1%
Eskimo & Aleut		
Asian & Pacific Islander	24	4.5%
Spanish Origin	43	8.1%
Households	164	
Low Income Households	61	36.5%
Large Family Households	31	18.9%
Female Head of Households	16	9.8%
HOUSING CHARACTERISTICS		
Total Housing Units	136	
Single Family	114	82.0%
Multi-Family	25	18.0%
Mobile Homes	0	0.0%
Owner Occupied	133	81.1%
Renter Occupied	31	18.9%
Median Home Value	\$114,800	
Median Contract Rent	\$ 267	
Overcrowding	5	3.0%
Housing Condition		
Deteriorating	52	
Substandard	15	
Suitable for rehabilitation	10	

## **Fairfield/Suisun Remainder**

The remaining unincorporated area of Fairfield/Suisun encompasses the Vallejo-Benicia Hills, Twin Sisters, Suisun Valley and the Suisun Marsh. Two small concentrations of residential development are located within the area: Willotta Oaks in Suisun Valley and rural residential development along the northside of Rockville Road and eastside Green Valley Road. The remainder is comprised of agricultural residences. The Suisun Valley is designated Intensive Agriculture and has a large number of agricultural residences. The 34,000 acre Suisun Marsh area is designated for Marsh use. Approximately 1500 acres are designated for rural residential development north of Rockville Road and east of Green Valley Road. Most of this area comprises the Stoneridge Subdivision which has a capacity for four hundred and twenty-nine housing units and is presently undeveloped. This subdivision was approved as a planned unit development (PUD).

Two additional PUD's have since been approved in the area north of Fairfield: The Peterson Ranch PUD with 23 building sites and the Rancho Solano PUD with 850 building sites. The Rancho Solano project may ultimately be enlarged and developed through the City of Fairfield.

## **Public Facilities**

The agricultural, watershed and marsh areas rely upon onsite septic and well systems for services. The City of Vallejo provides water service to the rural residential areas along Rockville and Green Valley Roads. The City of Fairfield provides water service to the Willotta Oaks Subdivision. The Stoneridge development is proposed to be served by Solano Irrigation District for water service with sewage disposal provided by individual on site disposal systems. The Rancho Solano Development will obtain water service from the City of Vallejo. The developers propose a package treatment system for sewage disposal. If Rancho Solano is developed through annexation to the City of Fairfield then the city would provide water and sewer service.

## **Housing Problems and Needs**

Table 37 provides a summary of population and housing characteristics. While there is a slightly higher percentage of low income households within this area, than in the unincorporated area as a whole, there are no readily identifiable housing problems or needs.

TABLE 37

## FAIRFIELD/SUISUN REMAINDER

POPULATION CHARACTERISTICS	Number	Percent
Population	1616	
Elderly population	161	9.7%
Ethnic Groups		
White	1355	83.8%
Black	8	.5%
American Indian	1	.1%
Eskimo & Aleut		
Asian & Pacific Islander	97	6.0%
Spanish Origin	223	13.8%
Households	580	
Low Income Households	264	45.5%
Large Family Households	65	11.2%
Female Head of Households	17	2.9%
HOUSING CHARACTERISTICS		
Total Housing Units	580	
Single Family	477	89.6%
Multi-Family	93	9.7%
Mobile Homes	10	1.7%
Owner Occupied	408	70.3%
Renter Occupied	172	29.7%
Overcrowding	31	.5%
Housing Condition	No Survey Taken	
Deteriorating		
Substandard		
Suitable of Rehabilitation		

## VACAVILLE SUBAREA

There are two unincorporated communities in the Vacaville Subarea: the Allendale Community and Elmira Community as shown of Figures 6 and 7. In addition there are several rural residential areas which do not meet the Census criteria for the Neighborhood Statistical Program. They include Olive School, English Hills, Gibson Canyon, Midway Road and Maple Street areas.

Table 38 provides a summary of population and housing characteristics. Approximately 35.6% of the unincorporated population resides here. The area has a high percentage of large family households and owner occupied single family homes predominate. Median home values and contract rents vary between census tracts from very low to above the unincorporated median.

Approximately 60% of the residential building activity over the past five years has occurred in the Vacaville subarea with 289 single family building permits issued. Future residential development will occur through infill of existing areas zoned for rural residential development and through the rezoning of lands from exclusive agriculture to rural residential use in those areas designated for such use. Some infill development is also expected to occur in the Elmira Community.

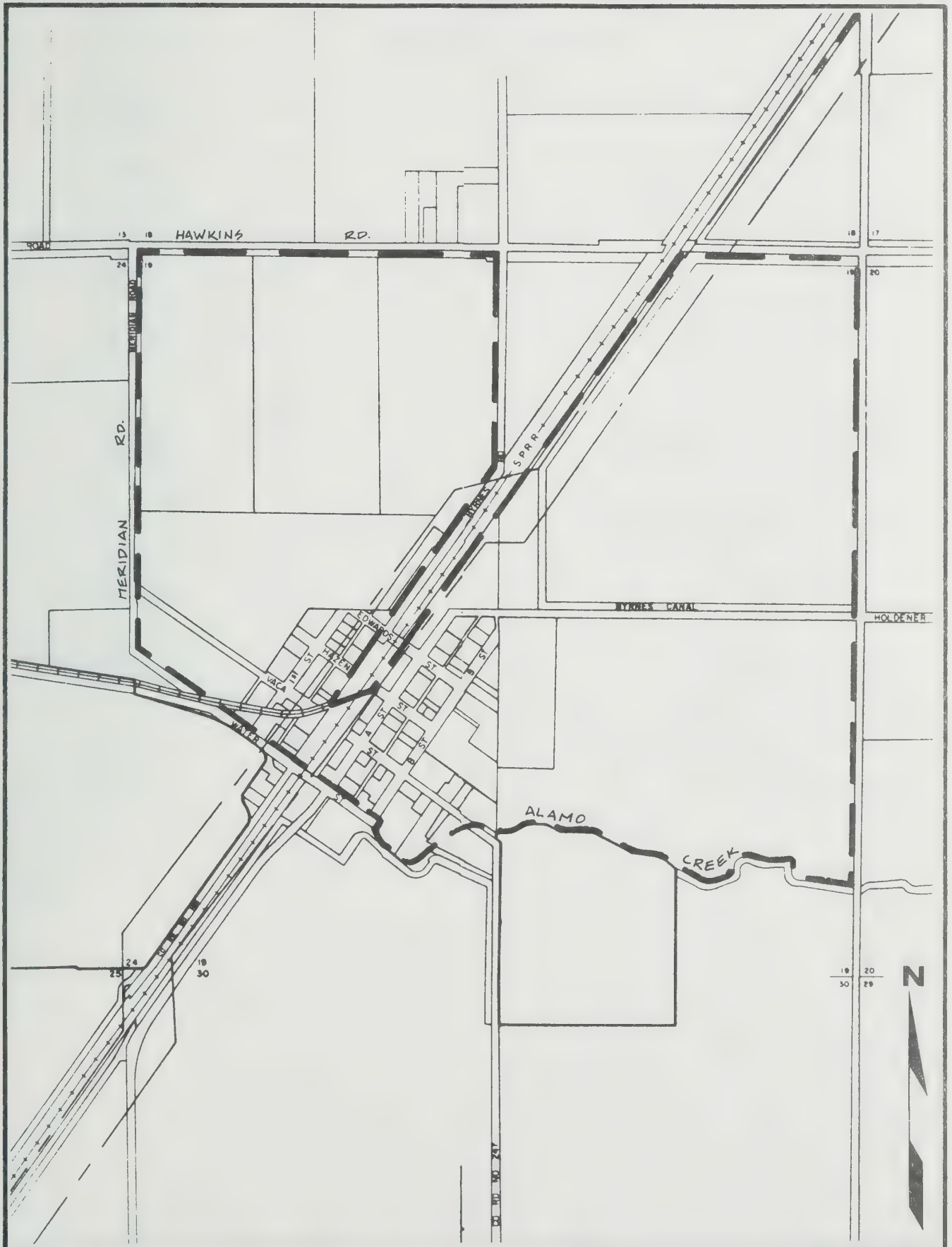
There are some physical features with constrain future development. Geologic and wildfire hazards in Gibson Canyon and English Hills limit further expansion, and prime agricultural soils limit expansion in the East Vacaville area.

Figure 6



ALLENDALE

Figure 7



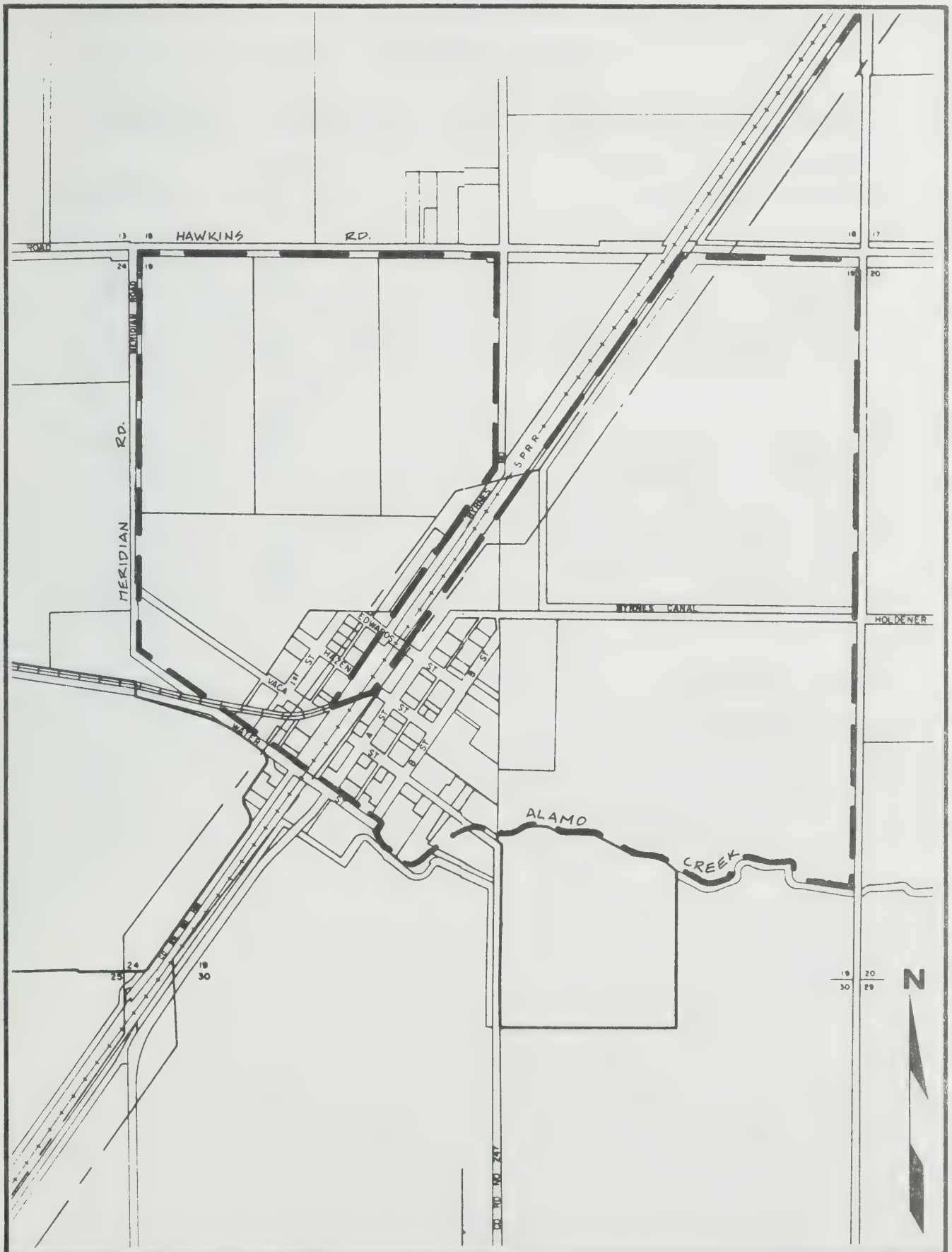
ELMIRA

TABLE 38

## VACAVILLE SUBAREA

POPULATION CHARACTERISTICS	Number	Percent
Population	5797	
Elderly population	389	6.7%
Ethnic Groups		
White	5230	90.2%
Black	129	2.2%
American Indian	51	.9%
Eskimo & Aleut		
Asian & Pacific Islander	116	2.0%
Spanish Origin	627	10.8%
Households	1879	
Low Income Households	573	30.6%
Large Family Households	303	16.1%
Female Head of Households	88	4.7%
HOUSING CHARACTERISTICS		
Total Housing Units	1983	
Single Family	1716	86.5%
Multi-Family	182	9.2%
Mobile Homes	85	4.3%
Owner Occupied	1509	80.3%
Renter Occupied	370	19.7%
Median Home Value	\$27,500-\$128,400	
Median Contract Rent	\$110-\$325	
Overcrowding	76	4.0%

Figure 7



ELMIRA

TABLE 38  
VACAVILLE SUBAREA

POPULATION CHARACTERISTICS	Number	Percent
Population	5797	
Elderly population	389	6.7%
Ethnic Groups		
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Owner Occupied	1509	80.3%
Renter Occupied	370	19.7%
Median Home Value	\$27,500-\$128,400	
Median Contract Rent	\$110-\$325	
Overcrowding	76	4.0%

## **Allendale Community**

The Allendale Community is located north of Vacaville, east of Interstate 505 between Midway and Allendale Roads.

### Land Use

The area consists of approximately 900 acres as shown in Figure 6. It is designated Rural Residential and Intensive Agricultural on the Solano County General Plan. Approximately 600 acres are zoned R-R 2 1/2 and R-R 5. Environmental blight is present at some locations. This is characterized by weeds, accumulation of debris, abandoned autos and outside storage.

### Public Facilities

Domestic water is provided by individual wells, and sewage disposal is accomplished through septic systems. Sewer problems have occurred in some parts of the area. Street improvements are needed; Esquivel and Robinson Roads need paving while others are narrow and without shoulders and are in need of maintenance. In addition, some flooding occurs in the vicinity of Hartley Road and north of Udell Road.

### Housing Problems and Needs

Table 39 provides a summary of population and housing characteristics for the Allendale Community. There is a high percentage of large family households many of which may be living in overcrowded conditions. The area has a high proportion of owner occupied single family homes. The median home value and median contract rent are close to the unincorporated medians.

TABLE 39

## ALLENDALE

POPULATION CHARACTERISTICS	Number	Percent
Population	982	
Elderly population	56	5.7%
Ethnic Groups		
White	869	88.5%
Black	54	5.5%
American Indian	17	1.7%
Eskimo & Aleut		
Asian & Pacific Islander	12	1.2%
Spanish Origin	89	9.1%
Households	293	
Low Income Households	44	16.4%
Large Family Households	60	20.5%
Female Head of Households	0	0.0%
HOUSING CHARACTERISTICS		
Total Housing Units	304	
Single Family	295	97.0%
Multi-Family	6	2.0%
Mobile Homes	3	1.0%
Owner Occupied	260	88.7%
Renter Occupied	33	11.3%
Median Home Value	\$99,700	
Median Contract Rent	\$180	
Overcrowding	16	5.5%
Housing Condition		
Deteriorating	53	
Substandard	64	
Suitable for rehabilitation	39	

## **Elmira Community**

The Elmira community is located east of Vacaville between Fry Road, Lewis Road and Interstate 80.

### Land Use

Elmira Constains approximately 500 acres as shown in Figure 7. The Elmira townsite is designated suburban residential and neighborhood commercial and the surrounding area is designated intensive agriculture. The townsite is zoned with 58 acres of R-R 2 1/2 and 2 acres R-E 1/2. Approximately 3 acres of C-N zoning for Neighborhood Commercial uses and 12 acres of MG-3 zoning for a wood treating facility are also located in the area. The intensive agricultural area is zoned A-40. Some environmental blight is present characterized by weeds, accumulation of debris and outdoor storage.

### Public Facilities

Domestic water is provided by wells and a small private water system. Sewer service is provided by the City of Vacaville. Water system improvements along with storm drainage improvements are needed along with road improvements and street lighting. Several roads are narrow with poor shoulders and First Street is unpaved.

### Housing Problems and Needs

Table 40 provides a summary of population and housing characteristics. The community has a high proportion of households of Spanish origin and there are a high percentages of female head of households and low income households.

There is also a high proportion of rental units. Median home value and contract rent are below the unincorporated median. There is a high proportion of deteriorating housing units in the community.

TABLE 40

## ELMIRA

POPULATION CHARACTERISTICS	Number	Percent
Population	160	
Elderly population	8	5.0%
Ethnic Groups		
White	132	82.5%
Black	0	0.0%
American Indian	2	1.3%
Eskimo & Aleut		
Asian & Pacific Islander	5	3.1%
Spanish Origin	47	29.4%
Households	66	
Low Income Households	26	36.6%
Large Family Households	4	6.1%
Female Head of Households	9	13.6%
HOUSING CHARACTERISTICS		
Total Housing Units	73	
Single Family	56	76.7%
Multi-Family	17	23.3%
Mobile Homes	0	0.0%
Owner Occupied	28	42.4%
Renter Occupied	38	57.6%
Median Home Value	\$45,000	
Median Contract Rent	\$140	
Overcrowding	1	1.5%
Housing Condition		
Deteriorating	23	
Substandard	5	
Suitable for rehabilitation	4	

## **Vacaville Subarea Remainder**

The remaining unincorporated Vacaville area encompasses the Vaca Mountains, Pleasants Valley, English Hills and Eastern Vacaville. There are several rural residential areas located within the remaining Vacaville subarea. They include Olive School, English Hills, Arroyo Trails, Gibson Canyon, Pleasants Valley, Midway/Leisure Town Road and Maple Street. The remainder is comprised of agriculturally related residences.

### Land Use

The Solano County General Plan, designates the Vaca Mountain and Northern English Hills areas as watershed. The remaining portions of the upper English Hills and Pleasants Ranch are designated for Intensive Agricultural use. The Pleasants Valley - Vaca Valley floor is designated for Intensive Agriculture use. Rural Residential designations have been applied to the Pleasants Valley Ranch Subdivision, English Hills, Gibson Canyon, Olive School, Arroyo Trails subdivision, Midway/Leisure Town Road, and Maple Street areas. The remaining area east of I-505 and Vacaville, is designated for Intensive Agricultural use. The Rural Residential designation encompasses 5,400 acres.

### Public Facilities

Most of the dwelling units within the remainder of the Vacaville subarea are served by individual wells and septic tanks. However, some dwelling units in Gibson Canyon use on-site treatment of irrigation water from Solano Irrigation District as a domestic water source. Water availability in the English Hills was a problem during recent drought conditions. Potential septic problems may also exist in areas with high water tables such as in the Maple Street area. Circulation problems also exist. Many of the roads are narrow with no shoulders and are in poor condition. There are also several hazardous intersections.

### Housing Problems

Table 41 provides a summary of population and housing characteristics. There is a high percentage of large families some of whom may be living in overcrowded conditions. Owner occupied single family homes predominate. Housing is in generally good condition though some rehabilitation work may be necessary in the Midway/Leisure Town Road and Maple Street areas.

TABLE 41  
VACAVILLE REMAINDER

POPULATION CHARACTERISTICS	Number	Percent
Population	4,655	
Elderly population	325	7.0%
Ethnic Groups		
White	4,229	90.8%
Black	75	1.6%
American Indian	32	.7%
Eskimo & Aleut		
Asian & Pacific Islander	99	2.1%
Spanish Origin	491	10.5%
Households	1,520	
Low Income Households	503	33.1%
Large Family Households	239	15.7%
Female Head of Households	79	5.2%
HOUSING CHARACTERISTICS		
Total Housing Units	1,606	
Single Family	1,365	85.0%
Multi-Family	159	9.9%
Mobile Homes	32	5.1%
Owner Occupied	1,221	80.3%
Renter Occupied	299	19.7%
Overcrowding	59	3.9%
Housing Condition	No Survey Taken	
Deteriorating		
Substandard		
Suitable for Rehabilitation		

## DIXON SUBAREA

The 110,000 acre Dixon Subarea is located in the northeast portion of the County.

### Land Use

The area surrounds the city of Dixon. The Solano County General Plan designates the entire region for intensive agricultural use, and it is zoned A-40 & A-80 Exclusive Agriculture. Some M-G General manufacturing and C-H Highway Commercial zoning also exist along I-80. Residential uses are primarily agriculturally related.

### Public Facilities

Domestic water and sewer are provided through private wells and individual septic systems. Road conditions vary from generally good to poor with need for maintenance work. Some flooding occurs in the area southeast of the City of Dixon.

### Housing Problems and Needs

Table 42 provides a summary of population and housing characteristics. There is a very high proportion of households of Spanish Origin. A large proportion of households are also low income. The proportion of large family households is slightly higher than the unincorporated average, but overcrowded households are more than double the unincorporated average. The percentage of mobilehomes is four times than that found in the County as a whole. There is also a high proportion of rental units. Median home value and contract rent are both below the unincorporated median.

While no housing survey has been undertaken, there is a clear need for housing rehabilitation.

TABLE 42

## DIXON SUBAREA

POPULATION CHARACTERISTICS	Number	Percent
Population	2,653	
Elderly population	200	7.5%
Ethnic Groups		
White	1,816	68.5%
Black	14	.5%
American Indian	15	.6%
Eskimo & Aleut		
Asian & Pacific Islander	13	.5%
Spanish Origin	1,015	38.3%
Households	831	
Low Income Households	455	50.4%
Large Family Households	165	19.9%
Female Head of Households	31	3.7%
Housing Characteristics		
Total Housing Units	890	
Single Family	574	64.5%
Multi-Family	165	18.5%
Mobile Homes	151	17.0%
Owner Occupied	428	51.5%
Renter Occupied	403	48.5%
Median Home Value	\$65,000-\$83,300	
Median Contract Rent	\$79-\$91	
Overcrowding	117	14.1%

## **RIO VISTA SUBAREA**

This 140,000 acre sub-area is located in the southwest portion of the County.

### Land Use

The Delta and Ryer Island are designated for Intensive Agricultural use with the Jepson Prairie and Montezuma Hills designated for Extensive Agricultural use. Zoning is A-80 and A-160 exclusive agriculture. The Lambie Industrial park is designated for General Industrial use and is zoned MG-3. In the Collinsville area, 7400 acres have been designated and zoned for water dependent industrial use. Residential uses are primarily agriculturally related. Two small communities, the township of Collinsville and Birds Landing, are located in the Montezuma Hills. There is also a small residential area located on the Sacramento River adjacent to the City of Rio Vista. Two small recreational mobile home parks are located on Ryer Island.

### Public Facilities

Domestic water and sewer are provided through private wells and individual septic systems. The North Rio Vista Sewer District provides sewer service to the residential area adjacent to Rio Vista. Roads are in generally good condition though some roads need maintenance work.

### Housing Problems and Needs

Table 43 provides a summary of population and housing characteristics. Like Dixon, the area has a high proportion of households of Spanish Origin. There is also a high percentage of elderly, low income and overcrowded households. Over 30% of the housing units are mobile homes and 56% of the housing units are renter occupied.

The median home value is below the unincorporated median though median contract rents are about the same as the unincorporated median. While no housing survey has been undertaken, there is a need for housing rehabilitation in the agricultural community, as well as in the Collinsville, Birds Landing and Rio Vista unincorporated areas.

TABLE 43  
RIO VISTA SUBAREA

POPULATION CHARACTERISTICS	Number	Percent
Population	1,168	
Elderly population	123	10.5%
Ethnic Groups		
White	898	76.9%
Black	5	.4%
American Indian	6	.5%
Eskimo & Aleut		
Asian & Pacific Islander	11	.9%
Spanish Origin	337	28.9%
Households	433	
Low Income Households	247	58.6%
Large Family Households	55	12.7%
Female Head of Households	20	4.6%
HOUSING CHARACTERISTICS		
Total Housing Units	520	
Single Family	283	54.4%
Multi-Family	79	15.2%
Mobile Homes	158	30.4%
Owner Occupied	191	44.1%
Renter Occupied	242	55.9%
Median Home Value	\$56,000	
Median Contract Rent	\$153	
Overcrowding	50	11.5%

# Appendix A

## References



# Appendix A

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# **Appendix B**

## **Definitions**



# Appendix B

## Definitions

Affordability. The ability of low and moderate income households to accommodate housing costs without having to pay a disproportionate share of their income. Those households occupying housing units whose housing costs are greater than 25% of their gross income are considered to be "overpaying".

Dwelling Unit. See Housing Unit.

Elderly. Persons 65 of age or older.

Farm Labor Housing.

Permanent Farm Labor Housing. A unit occupied on a year round basis by farm workers or caretakers.

Migrant Farm Labor Housing. A unit occupied on a seasonal basis by migrant farm laborers. Such units are provided primarily through farm labor camps, which are registered with the Solano County Health Department.

Handicapped. Persons determined to have a physical impairment or mental disorder which is expected to be of long-continued or indefinite duration and is of such a nature that the persons ability to live independently could be improved by more suitable housing conditions.

Household. All persons occupying a dwelling unit.

Housing Condition.

Standard Housing Unit. A unit considered in sound con-

dition showing no visible defects or slight defects, needing normal maintenance.

Substandard. A unit which does not provide safe and adequate shelter. It has one or more critical defects or has a combination of intermediate defects in sufficient number to require extensive repair or rebuilding or is of inadequate original construction.

Substandard and Suitable for Rehabilitation. A unit in substandard condition considered economically and physically appropriate for rehabilitation using the following criteria:

1. The costs of required equipment and construction;
2. The market acceptance and value of the units after rehabilitation;
3. The need for, availability of and costs of essential community services and facilities which are necessary to continuing use and maintenance after rehabilitation;
4. The technical feasibility of rehabilitation with current availability of accessible construction and financing resources.

#### Defects.

Slight Defects. Lack of paint. Slight damage to porch or steps. Slight wearing away of mortar between bricks or masonry. Small cracks in walls, plaster, or chimney. Cracked windows. Slight wear on floors, doorsills or door frames, window sills or window frames. Broken gutters or downspouts.

Intermediate Defects. Holes, open cracks, rotted, loose, or missing materials in the foundation, walls, roof, floors, or ceiling, but not over a large area. Shaky or unsafe porch, steps or railings. Several broken or missing window panes. Some rotted or loose window frames or sashes that are no longer rainproof or windproof. Broken or loose stair treads, or broken, loose or missing risers, balusters, or railings of inside or outside stairs. deep wear on doorsills, door frames, outside or inside steps or floors. Missing bricks or cracks in chimney which are not serious enough to be a fire hazard. Makeshift chimney, such as stovepipe or other uninsulated pipes leading directly from the stove to the outside through a hole in the roof, wall or window.

Critical Defects. Holes, open cracks, or rotted, loose or missing material (clapboard siding, shingles,

bricks, concrete, tile, plaster, or floorboards) over a large area of the foundation, outside walls, roof, chimney or inside walls, floors or ceilings. Substantial sagging of floors, walls or roofs, Extensive damage by storm, fire or flood.

Housing Unit. The place of permanent or customary and usual abode of a person, including a single-family dwelling, a single unit in a two-family dwelling, multi-family or multi-purpose dwelling, a unit of a condominium or cooperative housing project, a non-housekeeping unit, a mobilehome, or any other residential unit which either is considered to be real property under State law or cannot be moved without substantial damage or unreasonable cost.

Large Family. A family of 5 or more persons.

Low Income Households. A household whose income does not exceed 80% of the median income of the Standard Metropolitan Statistical Area (SMSA).

Moderate Income Household. A household whose income does not exceed 120% of the median income of the Standard Metropolitan Statistical Area (SMSA).

Overcrowding. A condition when housing units provide insufficient living space to meet the needs of a household. A housing unit is determined to be overcrowded when there are 1.01 or more persons per room.

Vacancy Rates. An indicator on the availability of housing. The optimal vacancy rate is 4.5%.

Very Low Income Households. A household whose income does not exceed 50% of the median household income of the Standard Metropolitan Statistical Area (SMSA).



# **Appendix C**

## **Permit Fee Schedule**



# Appendix C

## Permit Fee Schedule

November 1984

<u>SERVICE</u>	<u>FEE</u>
General Plan Amendment	\$200. initial fee + \$500 or actual cost of County contract w/consultant plus staff time as follows:  \$ 30./hr. Professional Staff \$ 15./hr. Sub- Professional Staff
Rezone	\$500. + \$5./ac.
Planned Unit Development Appl.	\$980. + \$8. per dwelling unit and \$80. per commer- cial unit
Extension to exercise PUD Permit	\$ 90. plus staff time as follows:  \$30./hr. Professional Staff \$15./hr. Sub-Professional Staff
Minor revision to PUD Permit	\$200. plus staff time as follows:

SERVICEFEE

\$30./hr. Professional  
Staff  
\$15./hr. Sub-Professional  
Staff

## Use Permit Application

Zoning Administrator \$210.  
Extension \$ 80.  
Minor Revision \$ 60.

Planning Commission \$450.  
Extension \$280.  
Minor Revision by Planning \$200. plus staff time as  
Commission or Board of follows  
Supervisors

\$ 30./hr. Professional  
Staff  
\$ 15./hr. Sub-  
Professional Staff

## Subdivision

Lot Line Adjustment \$ 180.  
Minor Subdivision  
Tentative Map \$ 420. + \$42./lot  
Revision to Approved Tentative  
Parcel Map \$ 125.  
Waiver Parcel \$ 30.  
Extension of Parcel Map Filing \$ 40.

Major Subdivision  
Tentative Map \$1050. + \$8./lot  
Review of each Revised  
Tentative Map Staff time as follows:

\$ 30./hr. Professional  
Staff  
\$ 15./hr. Sub-  
Professional Staff

Revision to Approved  
Tentative Map

\$ 60. plus staff time as  
follows:

\$ 30./hr. Professional  
Staff  
\$ 15./hr. Sub-  
Professional Staff

<u>SERVICE</u>	<u>FEE</u>
Extension of Filing Date for Final Map	\$ 90. plus staff time as follows:  \$ 30./hr. Professional Staff \$ 15./hr. Sub- Professional Staff
Recordation of a Certificate of Compliance pursuant to State Subdivision Map Act (S66499.35)	\$ 90.
Reversion to Acreage	\$ 170.
Variance Permit Application	\$ 275.
Minor Revision to Variance Permit	\$ 80.
Marsh Development Permit Applica- tion (unless covered by use permit)	\$ 50.
Architectural Review	\$ 50. plus 50% staff time as follows  \$ 30./hr. Professional Staff \$ 15./hr. Sub- Professional Staff plus any contract with architectural consultant
Alquist-Priolo Act/Processing development proposal	Staff time as follows:  \$ 30./hr. Professional Staff \$ 15./hr. Sub- Professional Staff
Mutual Agreement (Utility lines and facility)	\$450.
Environmental Review	
Initial Environmental Study Re- ferred to Environmental Review Committee	\$ 80.

<u>SERVICE</u>	<u>FEE</u>
Negative Declaration	
Local Review	
State Clearinghouse Review	
Preparation of Environmental Impact Report	Contract with consultant plus 20% for departmental processing cost. Initial deposit \$1000.
Building Permit	Based upon building valuation and Uniform Building Code Fee Schedule
Residential Inspections	3 inspections = \$80.00
Electrical Permit	\$1.00/sq. ft. plus \$2 for permit
Plumbing Permit	\$1.50/fixture \$4.50/heating fixture
Inspections	\$10/inspection
Encroachment Permit for driveway	\$50.
Septic Permit	\$100.
Impacted School District Fees	
Dixon Unified School District	No. of Bedrooms 1 - no fee 2 - \$400 3 - \$600 4 - \$800 5+- \$900
Fairfield/Suisun Unified School District	1 - 0 2 - \$400 3 - \$600 4 - \$800 5+- \$900
Vacaville Unified School District	1 - \$ 0 2 - \$500 3 - \$700 4+- \$850
Road Benefit District Area 1 (Green Valley)	\$ 3,260

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